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ABSTRACT

This report attempts to answer the questions: do social services help welfare recipients achieve self-support or reduced dependency? can this goal be realistically achieved given the present nature of services, the method of finding out who should receive certain services, and economic constraints? The General Accounting Office (GAO) conducting this review classified social services as either developmental or maintenance. GAO based its findings and conclusions on analysis of two randomly sampled AFDC (aid to families with dependent children) caseloads in Baltimore (Md.); Denver (Colo.); Jefferson County, Louisville (Ky.); Orleans Parish, New Orleans (La.); and Oakland (Calif.). One sample in each city included 150 cases receiving AFDC at August 1, 1971 and at July 31, 1972. The other sample in each city included 150 cases whose AFDC grants were discontinued between August 1, 1971 and July 31, 1972. The findings and conclusions arrived at by GAO was that: (1) social services had only minor impact on directly helping recipients to develop and use the skills necessary to achieve reduced dependency or self-support; (2) it is unrealistic to expect that social services can play a major role in helping recipients achieve reduced dependency or self-support given the present operating circumstances; and, (3) over the long run, social service benefits are necessary if recipients are to benefit ultimately from developmental services. (Author/RJ)

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REPORT TO THE CONGRESS

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Social Services: Do They Help Welfare Recipients Achieve Self-Support Or Reduced Dependency ?

B-164031(3)

Social and Rehabilitation Service
Department of Health, Education, and Welfare

BY THE COMPTROLLER GENERAL OF THE UNITED STATES

JUNE 27, 1973

UD 013719

COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-164031(3)

To the President of the Senate and the
Speaker of the House of Representatives

This report attempts to answer the question: Do social services help welfare recipients achieve self-support or reduced dependency? The federally assisted public assistance programs are administered by the Social and Rehabilitation Service, Department of Health, Education, and Welfare.

We made our review pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of 1950 (31 U.S.C. 67).

Copies of this report are being sent to the Director, Office of Management and Budget, and to the Secretary of Health, Education, and Welfare.

Elmer B. Staats

Comptroller General
of the United States

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ABBREVIATIONS

AFDC	aid to families with dependent children
GAO	General Accounting Office
HEW	Department of Health, Education, and Welfare
WIN	work incentive

COMPTROLLER GENERAL'S REPORT TO THE CONGRESS

SOCIAL SERVICES: DO THEY HELP WELFARE RECIPIENTS ACHIEVE SELF-SUPPORT OR REDUCED DEPENDENCY? Social and Rehabilitation Service Department of Health, Education, and Welfare B-164031(3)

D I G E S T

WHY THE REVIEW WAS MADE

Federal expenditures for social services have increased greatly in recent years, especially in the aid to families with dependent children (AFDC) program which increased from $625 million in fiscal year 1970 to an estimated $1.9 billion in fiscal year 1973.

One of the goals of these expenditures is to help recipients get off welfare. Other goals are to prevent or reduce illegitimate births, strengthen family life, attain or retain personal independence, and protect children.

GAO wanted to know if the goal of getting people off welfare is being achieved as intended by the Congress. The Department of Health, Education, and Welfare (HEW) has been unable to answer this question, although it has begun developing data so it can.

GAO sought answers so the Congress, the executive branch, and the public will have better information to determine what role social services should have in the Nation's welfare program.

GAO evaluated social services provided to AFDC recipients to determine whether

--such services effectively help recipients to achieve self-support or reduced dependency and

--this goal can realistically be achieved given the present nature of services, the method for determining who should receive certain services, and economic constraints.

GAO did not assess whether other goals of social services are being achieved or the impact of services provided to past or potential welfare recipients eligible under the Social Security Act.

AFDC recipients receive social services under two provisions of the act: title IV, part A, and title IV, part C. The Federal Government pays $3 for every $1 that the States spend on part A and $9 for every $1 that States spend on part C. HEW is responsible for administering services provided under parts A and C, and the Department of Labor is responsible for administering certain aspects of the work incentive (WIN) program under part C.

GAO classified social services as either developmental or maintenance. Developmental services are those which could directly assist recipients in achieving self-support or reduced dependency. Such services include counseling or referrals to job-training programs, job training, or job placement.

Maintenance services are those which could help recipients sustain or strengthen family life. Such services as day care, therefore, could be

considered developmental or maintenance, depending on whether the recipients needed them to obtain or retain employment.

GAO based its findings and conclusions on analyses of two randomly sampled AFDC caseloads in Baltimore, Maryland; Denver, Colorado; Jefferson County, Kentucky (Louisville); Orleans Parish, Louisiana (New Orleans); and Oakland, California.

One sample in each city included 150 cases receiving AFDC at August 1, 1971, and at July 31, 1972 (open cases). The other sample in each city included 150 cases whose AFDC grants were discontinued between August 1, 1971, and July 31, 1972 (closed cases). GAO did its fieldwork between July and December 1972.

FINDINGS AND CONCLUSIONS

Social services had only a minor impact on directly helping recipients to develop and use the skills necessary to achieve reduced dependency or self-support. Therefore, one of the basic congressional goals for the services--that they help people get off welfare--has not been achieved.

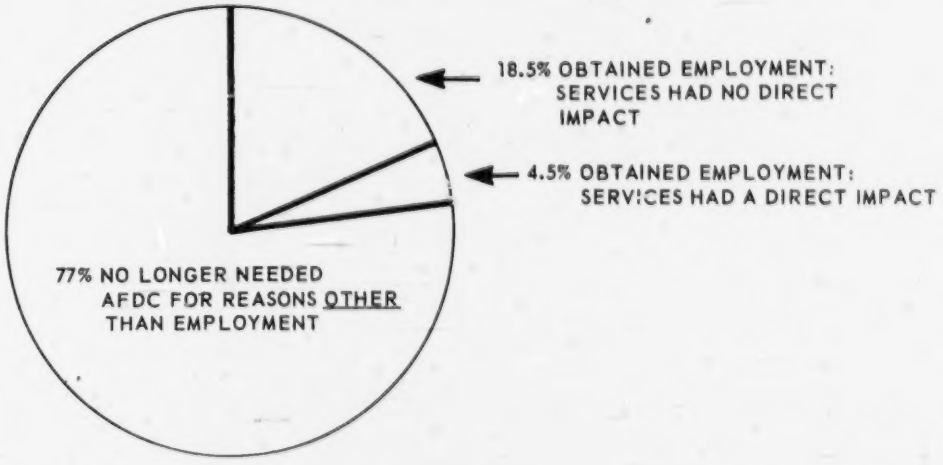
It is unrealistic to expect that social services can play a major role in helping recipients achieve reduced dependency or self-support, considering the nature of services, the method for determining who should receive certain services, and present economic constraints. Still, the social services program has positive aspects. Developmental services directly helped some recipients obtain employment. Maintenance services helped many AFDC recipients cope with and overcome day-to-day problems, strengthen their family life, and increase their self-confidence.

Over the long run these benefits are necessary if recipients are to ultimately benefit from developmental services.

Did social services help recipients achieve self-support? (ch. 4)

The following chart shows the direct impact that services had on GAO's sample of 750 closed cases.

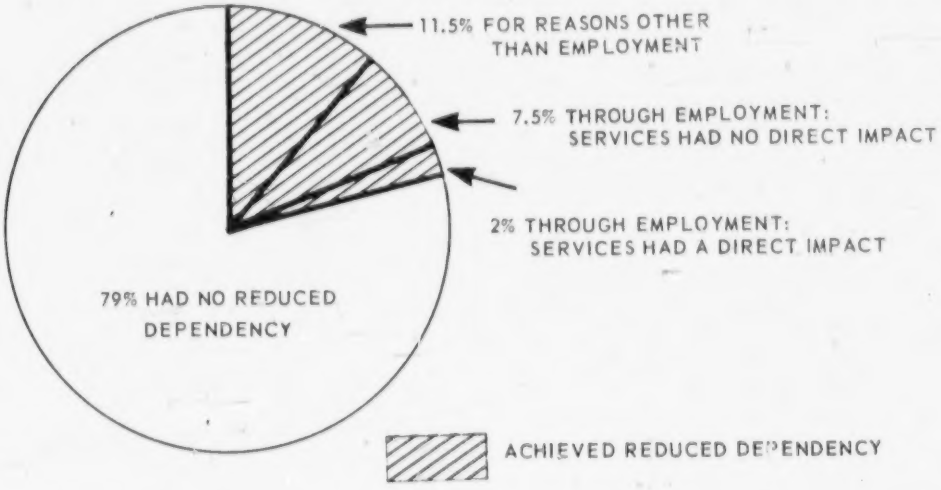
RECIPIENTS NO LONGER NEEDING AFDC (750 CASES)


18.5% OBTAINED EMPLOYMENT: SERVICES HAD NO DIRECT IMPACT
4.5% OBTAINED EMPLOYMENT: SERVICES HAD A DIRECT IMPACT
77% NO LONGER NEEDED AFDC FOR REASONS OTHER THAN EMPLOYMENT

Did social services help recipients achieve reduced dependency? (ch. 5)

The following chart shows the direct impact that services had on GAO's sample of 750 open cases.

RECIPIENTS RECEIVING AFDC (750 CASES)


11.5% FOR REASONS OTHER THAN EMPLOYMENT
7.5% THROUGH EMPLOYMENT: SERVICES HAD NO DIRECT IMPACT
2% THROUGH EMPLOYMENT: SERVICES HAD A DIRECT IMPACT
79% HAD NO REDUCED DEPENDENCY
ACHIEVED REDUCED DEPENDENCY

Do recipients receive services that can help them realize their potential? (ch. 6)

Because local welfare departments do not have adequate systems to assess recipients' potential, they cannot insure that their service resources are allocated for the maximum benefit of recipients. Deciding what type of services recipients should receive is generally left to the subjective judgments of caseworkers, who have no way to objectively assess recipients' potential and to provide appropriate services.

GAO was able to obtain the necessary data to systematically determine that 247 of 600 recipients (41 percent) in its open-case sample had potential to achieve self-support.

--About 25 percent received job training or were awaiting job referrals.

--About 38 percent received developmental services limited to discussions or referrals--generally not the type of services that could directly help them achieve self-support.

--About 13 percent received only maintenance services.

--About 24 percent did not receive any services.

GAO reviewed the way the five cities were preparing to implement the 1971 social security amendments. The amendments, effective July 1, 1972, require most AFDC applicants to register for WIN services as a condition of eligibility. GAO determined that (1) four of the five cities did not

begin implementing the amendments until late 1972 because of startup problems and (2) although Federal guidelines provide that certain characteristics be considered in assessing AFDC recipients' employment potential, there is no systematic means for insuring that the characteristics are considered uniformly.

Can social service resources be allocated more effectively? (ch. 7)

The Denver Welfare Department developed and tested an inventory approach for systematically measuring the strengths, problems, and potential for self-support of AFDC recipients. This approach assists caseworkers in determining, on the basis of recipients' circumstances and characteristics, whether recipients have

--potential to achieve self-support without services,

--potential to achieve self-support if they receive appropriate services, or

--limited potential to achieve self-support at the present time.

GAO's validation of the Denver Welfare Department's statistical tests showed that the approach can accurately predict employment potential. GAO used the approach to help determine the potential of recipients in its open-case sample. GAO's statistical tests showed that other characteristics indicative of potential are the length of time on welfare, number of children in the household, number of children under age 6, and age of the recipient.

Has HEW, State, and local administration been effective? (ch. 8)

The Congress enacted the 1971 social security amendments partly to improve HEW's and Labor's administration of the WIN program. Federal leadership in other services programs has not been aggressive, and program accountability has not been emphasized. Administration of the services programs at all levels of government needs strengthening.

Consequently, caseworkers have not fully understood program goals or their roles, and their ability to effectively interact with recipients has decreased. (See p. 67.)

On May 1, 1973, the Secretary of HEW issued new Federal regulations governing social services programs administered under part A to more clearly define goals and types of services eligible for Federal matching. The regulations, however, do not state how the program's overall effect is to be monitored and evaluated.

Are barriers inhibiting the effectiveness of services? (ch. 9)

Certain barriers which cannot be influenced by social services greatly affect whether AFDC recipients achieve self-support or reduced dependency. Welfare officials stated that the following factors had been barriers.

--Limited employment opportunities.

--Limited training resources to which AFDC recipients can be referred.

--Limited child care facilities in low-income areas.

--Insufficient caseworkers as caseloads increase.

If these types of barriers were removed or mitigated, services could

have a greater impact on helping recipients achieve self-support. First, however, program administration must be improved.

RECOMMENDATIONS

To improve program administration, GAO recommends that the Secretary of HEW:

--Start a number of demonstration projects using the inventory approach, or similar approaches, to assess the potential of all welfare recipients and to allocate service resources accordingly.

--Establish an appropriate time period for completing these projects and, at the end of this period, analyze the data to determine which approach would most effectively allocate resources. Two years seems to be an adequate period.

--Report to the Congress at the end of the test period on actions to be taken to improve the allocation of service resources as a result of the study.

--Develop by July 1974, with the Secretary of Labor, a system so certain characteristics of recipients--shown in this report to be indicative of high potential to achieve self-support or reduced dependency--serve as the basis for determining which recipients registered under the 1971 amendments will be given priority in receiving WIN services.

  The time period in this recommendation takes into account that most of the cities in GAO's review did not begin implementing the 1971 amendments until late 1972. GAO believes that by July 1974 problems with implementing the new requirements should be resolved and improvements in the program's administration could be effectively implemented.

--Disseminate, with the Secretary of Labor, copies of this report to State and local welfare and manpower agencies so that they will be aware that better allocation of service resources is needed and feasible. This will allow them to begin exploring ways to improve their programs.

GAO also recommends that, to improve program accountability for services provided under part A, the Secretary of HEW:

--Develop and implement a system to obtain nationwide data on the impact of services for use in considering program and financial strategies.

AGENCY ACTIONS AND UNRESOLVED ISSUES

HEW generally agreed with GAO's recommendations and agreed to begin to implement them. (See app. XI.)

HEW's response to GAO's recommendation that demonstration projects be started was fairly general. To fully assess HEW's efforts, GAO should know what approaches are going to be tested, where the tests will occur, and the scope of such tests.

HEW commented further that there is no statistical assurance that the samples from the five cities GAO reviewed are representative of the country as a whole and that it may be inappropriate to draw unqualified conclusions about the impact of services. However, HEW did not cite

any biasing characteristics, other than size, to indicate that the AFDC populations in the five cities are not similar to the AFDC populations in other cities.

The States where GAO made its review commented primarily that the goal of getting people off welfare is only one of several goals the Congress established for services and that any assessment of the program's total impact should recognize the other goals. The States generally did not disagree with GAO's findings regarding the direct impact that services had on helping recipients achieve self-support or reduced dependency.

MATTERS FOR CONSIDERATION BY THE CONGRESS

The Congress, HEW, and the Department of Labor have not established specific criteria for assessing the effectiveness of social services in helping recipients get off welfare. By using GAO's findings, they can begin to develop such criteria.

Recognizing that 41 percent of the open cases in GAO's sample had potential for employment, the Congress should consider whether the number of AFDC recipients directly helped by social services to achieve self-support or reduced dependency--4.5 percent for those no longer needing AFDC and 2 percent for those still receiving it--is acceptable.

Although the Congress requires executive departments to report the effect of services, the departments have primarily reported the number of services provided and the number of recipients in the program. It would be appropriate for the Congress to reemphasize its desire to have information on results.

New HEW regulations on the social services programs administered under part A better define the program goals, but they do not specify any criteria for determining whether those goals are achieved. Neither are there specific criteria for measuring the effectiveness of services provided under part C. Therefore, the Congress should direct HEW and Labor to develop criteria for measuring the effectiveness of social services, with a goal of incorporating such criteria in Federal regulations.

CHAPTER 1

INTRODUCTION

Public assistance programs authorized by the Social Security Act provide for two basic types of help--money payments and social services. This report deals with social services provided to recipients of the aid to families with dependent children (AFDC) program, the major category of assistance authorized by the act.[1] Under the act social services can also be provided to past or potential welfare recipients.

AFDC recipients receive social services under two provisions of the act: title IV, part A, and title IV, part C. Part A provides for States to develop programs for providing services to AFDC recipients to

--insure, to the maximum extent possible, that they will enter the labor force, accept employment, and ultimately become self-supporting;

--prevent or reduce the incidence of births out of wedlock and otherwise strengthen family life, attain or retain personal independence, and protect children.

Part C provides for AFDC recipients to receive training and other services under the work incentive (WIN) program so that they can become employed, restoring them and their families to independence.

The Department of Health, Education, and Welfare (HEW) is the primary agency responsible for administering the program. The Department of Labor is responsible for administering certain aspects of the WIN program.

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[1]Public assistance programs authorized by the act are usually grouped into two categories--the adult programs for the aged, blind, and disabled and the AFDC program. The AFDC program accounted for about 80 percent of the 14 million recipients of federally supported public assistance at the end of fiscal year 1972.

We evaluated social services provided to AFDC recipients to determine whether

--such services effectively assist recipients to achieve self-support or reduced dependency and

--this goal can realistically be achieved given the present nature of services, the method for determining who should receive certain services, and economic constraints.

We did not evaluate the extent to which the other goals of the services offered under part A were being achieved.

Federal expenditures for social services to AFDC recipients have increased greatly in recent years, as shown below.

Fiscal year	Federal expenditures for services provided under title IV (note a)		
	Part A	Part C	Total
	(millions)		
1970	$ 538.6	$ 86.6	$ 625.2
1971	551.1	128.9	680.0
1972 (estimate)	1,273.3	171.1	1,444.4
1973 (estimate)	1,551.2	395.0	1,946.2

[a]Part C includes HEW and Labor expenditures.

As a result, the Congress has become increasingly concerned about the effect of services on welfare recipients. To date HEW has not developed such information, although in the past year it has begun to do so. This lack of information led the Senate Committee on Appropriations to observe in 1972 that:

"The Committee is not convinced that these funds [social service expenditures] are being spent prudently and effectively, in all cases."

* * * * *

"* * * The Department of Health, Education, and Welfare cannot even describe to us with any precision what $2,000,000,000 of taxpayers money is being used for."

In discussing the program's growth, a Senator stated that:

"* * * For years beyond 1973, Congress must undertake an honest assessment of this program's worth. There is no doubt that the threat posed by the vastly increased spending for social services is a very serious problem; but perhaps more serious is the almost complete lack of information as to how this money is spent, because without such data we have no way of knowing whether our money is being wasted or spent soundly.

"At this time, there is no single person or agency who knows how many State programs are being financed under social services; similarly, nobody knows exactly what the State programs are. And, as many Senators might suspect, since we do not know how many or what kind of programs are being financed, we have no idea how well the social services program has achieved its stated goal of keeping persons off welfare." (Underscoring supplied.)

The Congress, HEW, and the Department of Labor have not established specific criteria to assess the effectiveness of social services in helping recipients get off welfare. Can we say that this goal is successful if perhaps 4 percent of the AFDC recipients obtained employment and no longer needed welfare because they received social services? Should the number perhaps be 20 percent? No one is certain. By using information in this report, however, the Congress, the executive branch, and the public can begin to develop criteria to judge the results.

SCOPE AND APPROACH

Our findings and conclusions are based on analyses of randomly sampled AFDC cases from Baltimore, Maryland; Denver, Colorado; Jefferson County, Kentucky (Louisville); Orleans Parish, Louisiana (New Orleans); and Oakland, California. We did our fieldwork between July and December 1972.

We selected random samples of 150 AFDC open cases and 150 AFDC closed cases at each of the 5 locations. Open cases were selected from the universe of cases that received AFDC money payments at August 1, 1971, and at July 31, 1972.[1] The closed cases were selected from the universe of cases that were closed (i.e., AFDC money payments were discontinued) during the period August 1, 1971, to July 31, 1972, and that remained closed at July 31, 1972.[2] These samples provided us a statistical reliability of 95 percent. The projections in the report have sampling errors ranging from 1 percent to 7.4 percent.

The AFDC universes from which we selected our sample cases follow.

Location	Universe size	
	Open	Closed
Baltimore	26,964	8,635
Denver	10,537	4,083
Louisville	10,092	2,037
New Orleans	14,612	2,833
Oakland	11,027	5,569
Total	73,232	23,157

We obtained information from case records and interviews with caseworkers and recipients. In evaluating the effects of services, we gathered service information for August 1970 through July 1972.

We recognize that certain factors, such as high unemployment rates, limited job-training slots, inadequate educational systems, and insufficient day care vacancies--some of which

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[1]To use information obtained during the pilot study in Denver, the open-case sample in Denver was selected from the universe of AFDC cases which received welfare as of January 1, 1971, and received welfare at July 31, 1972.

[2]See appendix IX for a description of the characteristics of the AFDC cases in our sample.

cannot be influenced by social services--play a major role in determining whether AFDC recipients obtain employment. We did not determine the extent to which these factors directly affected the ability of AFDC recipients to obtain employment. Rather, we obtained general information, statistics, and the opinions of welfare officials on the extent to which these factors existed in each location.

Although the positive effect of social services may not always be measurable, the almost complete lack of data on the impact of the program and the need to develop program accountability made it necessary to report on that portion of the program which is quantifiable--the direct impact of services.

Closed-case approach

Since these recipients were no longer receiving AFDC, our primary goal was to determine whether services had directly assisted them to obtain employment. We determined

--why the recipients no longer needed AFDC, concentrating on cases closed because of employment;

--whether those recipients received services and, if so, whether the services were of the type that could help them obtain employment; and

--whether the services helped the recipients obtain employment. We assumed that services could directly help recipients obtain employment and generally would not directly affect recipients whose cases were closed for such reasons as moving to another jurisdiction or receiving an increase in social security benefits.

We could not assess the extent to which such factors as age, education, job experience, number of children in the family, and desire to work directly affected the ability of recipients to find employment. Through statistical analyses, however, we were able to generally determine the extent to which these factors were correlated with the ability of recipients to achieve self-support. (See app. I for a description of the analytical techniques we used.)

Open-case approach

Since these recipients were still receiving AFDC, our primary goal was to determine whether services had helped them reduce their dependency. We considered that dependency had been reduced if the amount of the recipient's public assistance grant at July 31, 1972, was less than the highest amount received during the previous 2 years. We disregarded increases in grant amounts due to statutory or regulatory changes, such as cost-of-living increases.

Specifically we determined whether

--recipients had reduced their dependency and, if so, why;

--reduced dependency was a result of services, concentrating on those recipients who had obtained employment; and

--recipients who had obtained employment had received services, had received services that could have contributed to reduced dependency, and had received services that directly helped them achieve reduced dependency.

Not all recipients receiving AFDC have potential for achieving reduced dependency or self-support. By assessing recipients' potential and by trying to relate services to potential, we determined whether resources appeared to have been allocated effectively.

Our determination of whether recipients had employment potential was based on a review of case files, interviews with caseworkers and recipients, and an analytical approach to predict employability.[1] We and local welfare department

[1]Although we were able to obtain payment data and general information about our sample cases in Baltimore, we were unable to locate a large number of open-case service files. The Director of the Baltimore Department of Social Services stated that, in decentralizing record-keeping from 1 location to 24 district centers, case files were apparently lost; control of case files suffered because of insufficient personnel to handle increased caseloads; and some files may have been lost in converting each case file to separate files for eligibility and social services as required by HEW. Therefore, we could not determine Baltimore recipients' employment potential.

caseworkers most familiar with the cases jointly assessed recipients' potential.

HEW and State administration

At the Federal level we focused on HEW's administration of the program because

--all appropriations for services under title IV are made to HEW,

--HEW administers most Federal funds apportioned to the States for services,

--State agencies dealing with welfare recipients are primarily public welfare departments which must comply with HEW regulations, and

--the 1971 social security amendments made several changes to improve HEW's and the Department of Labor's administration of the WIN program.

To determine whether administration of the social services program was effective, we assessed

--the clarity and adequacy of HEW's guidance and instructions provided to States,

--the extent to which HEW monitored State operations,

--the extent to which the States defined their program objectives,

--the extent to which the States monitored and evaluated local welfare agency operations, and

--the extent to which local welfare agencies defined program objectives for their caseworkers.

We also attempted to relate benefits to costs but were unable to do so because local welfare agencies do not identify the costs of providing specific services to individuals. Consequently, although HEW has data on the total cost of the social services program, it has not been able to identify costs related to specific services.

CHAPTER 2

SOCIAL SERVICES:

WHAT THEY ARE AND WHAT THEY WERE INTENDED TO DO

WHAT ARE SOCIAL SERVICES?

Social services offered to AFDC recipients range from the relatively simple to the difficult. They include providing

--family counseling and referral services concerning money management, family planning, prevention of illegitimacy, job-training and educational programs, health care, drug abuse, housing and clothing, child growth and development, and legal services;

--providing job training and placement;

--providing day care;

--arranging for protecting children from abandonment, neglect, or physical injury;

--arranging for placing experienced homemakers in homes to help parents unable to perform domestic duties; and

--counseling unwed mothers on how to plan for their families' futures.

We classified services as either developmental or maintenance. Developmental services are those which could directly assist recipients in achieving self-support or reduced dependency. Maintenance services are those which could help recipients sustain or strengthen family life. Welfare officials generally agreed with our classification and stated that most of the services provided are not of the type that could directly help recipients to obtain employment.

Generally, developmental services include such services as

--counseling or referring recipients to job-training or job placement programs provided mainly by welfare workers under part A and

--providing education, job-training, or job placement services primarily under part C.

Maintenance services generally relate to such matters as recipients' health, food, housing, appearances, or social or civic understandings. Although these services are not the type which can directly enable recipients to become self-supporting, they are necessary to remove barriers to normal social functioning, to enable recipients to achieve or maintain a certain quality of life, or to prevent their family life from deteriorating and causing a greater dependency on welfare. Such services as day care therefore could be considered developmental or maintenance, depending on whether recipients needed them to obtain or retain employment.

Caseworkers employed by local welfare agencies provide social services to recipients either by working with them directly or by referring them to other public or private agencies which deal with specific problems, such as family planning, day care, or job training. Regardless of who provides the service, the caseworker is the focal point for contacts with recipients.

WHAT DID THE CONGRESS INTEND FOR SOCIAL SERVICES TO DO?

Until 1956 social services programs--including the salary costs for caseworkers--were financed mainly by State and local governments or private institutions. In 1956 the Congress amended the Social Security Act to include social services as an integral part of welfare programs.

The 1956 amendments provided for Federal reimbursement at a 50 percent matching rate for services provided by State and local welfare agencies. Although the amendments did not require States to provide services to recipients, they focused attention on services and committed the Federal Government to developing services directed toward self-help, self-support, and strengthened family life.

Later amendments to the act increased the Federal role in the services program. The amendments centered around the idea of alleviating personal sources of dependency--in 1962, by providing social services to promote self-help and rehabilitation and in 1967, by establishing work-training programs to enhance recipients' employability. Emphasis was placed on using social services to restore recipients to self-support, thus reducing the welfare rolls.

1962 amendments

The basic changes resulting from the 1962 amendments were

--increased emphasis on social services as a means of helping recipients to become self-supporting,

--increased Federal matching from 50 to 75 percent to encourage States to expand their service programs, and

--improved staff training so that caseworkers could effectively provide services.

In proposing the legislation to the Congress, the Secretary of HEW stated that the bill stressed services rather than support, rehabilitation rather than relief, and training for useful work rather than prolonged dependency. The Secretary stated that "[Social] services represent the key to our efforts to help people become self-sufficient so they no longer need assistance."

In recommending passage of the 1962 amendments, the House Committee on Ways and Means stated "The new approach embodied in the bill places emphasis on the provision of services to help families become self-supporting rather than dependent upon welfare checks." Thus, both HEW and the Congress expected that services provided under part A could reverse the trend of increasing welfare costs by helping recipients get off welfare.

Among the programs established by the 1962 amendments was the community work and training program. Title V of the Economic Opportunity Act of 1964 expanded on that program by establishing the work experience and training program,

designed to expand opportunities for constructive work experience and other training to persons unable to support or care for themselves or their families.

1967 amendments

Disillusionment with the results of the programs authorized by the 1962 amendments led the Congress in 1967 to authorize more programs designed to help recipients get off welfare. The Congress added part C to title IV to provide for WIN programs. As a result, the community work and training program was discontinued on June 30, 1968, and the work experience and training program was discontinued on June 30, 1969.

The House Committee on Ways and Means report to the House, recommending passage of the 1967 amendments, stated:

> "It is now 5 years since the enactment of the 1962 legislation, which allowed Federal financial participation in a wide range of services to AFDC families--services which your committee was informed and believed would help reverse these trends [rising welfare rolls]--and your committee has had an opportunity to assess its effect on the status of the AFDC program. While the goals set for the program in 1962 were essentially sound, those amendments have not had the results which those in the administration who sponsored the amendments predicted. The provisions for services in the 1962 amendments have been implemented by all the States, with varying emphasis from State to State as to which aspects receive the major attention. There has been some important and worthwhile developments stemming from this legislation. The number of staff working in the program has increased so that the caseworkers have smaller, more manageable caseloads. The volume of social services has increased and some constructive results have been reported. It is obvious, however, that further and more definitive action is needed if the growth of the AFDC program is to be kept under control.

"Your committee has studied these problems very carefully and is now recommending several coordinated steps which it expects, over time, will reverse the trend toward higher and higher Federal financial commitments in the AFDC program. * * * The committee is recommending the enactment of a series of amendments to carry out its firm intent of reducing the AFDC rolls by restoring more families to employment and self-reliance, thus reducing the Federal financial involvements in the program." (Underscoring supplied.)

The Senate Finance Committee, in its report on the amendments, recommended passage but expressed concern over the failure of services to help recipients enter the labor force. The report stated:

"We are very deeply concerned that such a large number of families have not achieved and maintained independence and self-support * * *."

* * * * *

"* * * It also is obvious, however, that further and more definitive action is needed if the growth of the AFDC program is to be kept under control."

The amendments required States to offer recipients certain services designed to

--train and motivate them toward employment,
--help families receive family planning services, and
--strengthen family life and reduce illegitimacy rates.

States were required to offer recipients such services as basic education, job training, day care, or homemaker assistance.

Before the 1967 amendments, HEW was solely responsible for administering the services program; after the amendments were passed, the Department of Labor was responsible for administering the job-training and job placement portions of the WIN program.

1971 amendments

The 1971 amendments to the Social Security Act further emphasized legislative intent that WIN services be an effective method for enabling recipients to become self-supporting. One of the major features of the amendments, effective July 1, 1972, is the provision that all applicants register for manpower services, training, and employment as a condition of eligibility for AFDC unless they are legally exempt from registration. The registrants form a pool from which they are selected for work-training services. All registrants are screened, and if selected for an appraisal, a determination is made of each person's

--need for social and supportive services and
--employability potential.

Those needing services are provided social and supportive services to enable them to accept employment or enroll in training. (See pp. 43 to 48 for a detailed discussion of actions taken to implement the amendments.)

The 1971 amendments had not been in effect long enough to significantly affect cases we sampled.

CHAPTER 3

OVERVIEW OF THE EFFECT OF SOCIAL SERVICES

Social services have helped many AFDC recipients cope with and overcome day-to-day problems (i.e., lack of clothing or food and need for medical care), strengthen their family lives, and increase their self-confidence. Over the long run these benefits--which usually result from maintenance services--are necessary if recipients are to ultimately benefit from developmental services.

Most Federal, State, and local welfare officials we interviewed stressed those goals which can be met by maintenance services. Although they recognized the importance of having social services help recipients to achieve self-support, they did not believe that services--given the present nature of the program and such problems as high unemployment--could be a major factor in helping recipients enter the labor force.

As noted in chapter 2, the Congress envisioned that services should help reduce the number of persons on welfare. Our review showed, however, that services have had only a minor impact on directly helping recipients to develop and use the skills necessary to achieve reduced dependency or self-support. Specifically:

--Most recipients did not get off AFDC because of employment.

--Most recipients who obtained employment did so on their own initiative.

--Not all recipients have potential for self-support or reduced dependency and therefore cannot benefit from developmental services.

--Most services are not of the type that can directly enable recipients to achieve reduced dependency or self-support.

--Some recipients with potential to get off welfare received services which could not directly help them realize their potential.

--The degree of developmental services received was not sufficient to enable most recipients to fully develop their potential. Most developmental services (under part A) consisted of counseling or referrals rather than job training or job placement (under part C).

Moreover, certain barriers, such as high unemployment rates, severely limit the effect that services have on helping recipients achieve reduced dependency or self-support. Given the present nature of most services, the method for determining who should receive certain services, and economic conditions--it is unrealistic to expect that services can play a major role in helping recipients achieve reduced dependency or self-support.

CHAPTER 4

DID SOCIAL SERVICES HELP RECIPIENTS ACHIEVE SELF-SUPPORT?

Most recipients who got off AFDC did not do so because of employment. They no longer needed AFDC for such reasons as remarrying, no longer having an eligible child in the home, or moving to another jurisdiction. Further, most recipients who obtained employment did so on their own initiative; social services had little, if any, direct impact.

WHY RECIPIENTS NO LONGER NEEDED AFDC

Data from the closed-case files in the five locations showed that recipients had left the AFDC rolls for the following reasons.

Employment or increased earnings		173
Moved to another State or county or outside the continental United States	152	
Absent parent returned or parent remarried (note a)	83	
Eligible child no longer in the home	76	
Recipients could not be located	72	
Eligibility not established or maintained	59	
Increase or receipt of other benefits	42	
Voluntary withdrawal	24	
Other	[b]69	577
Total		750

[a] We did not examine the extent to which services may or may not have helped these recipients get off welfare.

[b] Includes 18 different categories, such as State administrative actions, death of recipients, and no longer incapacitated.

EFFECT OF SERVICES ON RECIPIENTS' ACHIEVING SELF-SUPPORT

Of the 173 AFDC recipients whose cases were closed because of employment,[1] 83 did not participate in the services program from August 1, 1970, to July 31, 1972, as shown below. They received only money payments.

Received services	Number of cases					
	Baltimore	Denver	Louisville	New Orleans	Oakland	Total
Yes	18	29	6	15	22	90
No	29	10	14	12	18	83
Total	47	39	20	27	40	173

Some recipients needed only temporary monetary assistance to help them through crises or to overcome short-term problems. For example, in 9 of Oakland's 40 cases closed because of employment, recipients had been employed but were on strike or had been laid off. These persons received welfare temporarily and returned to their jobs after the strikes ended or when their companies recalled them.

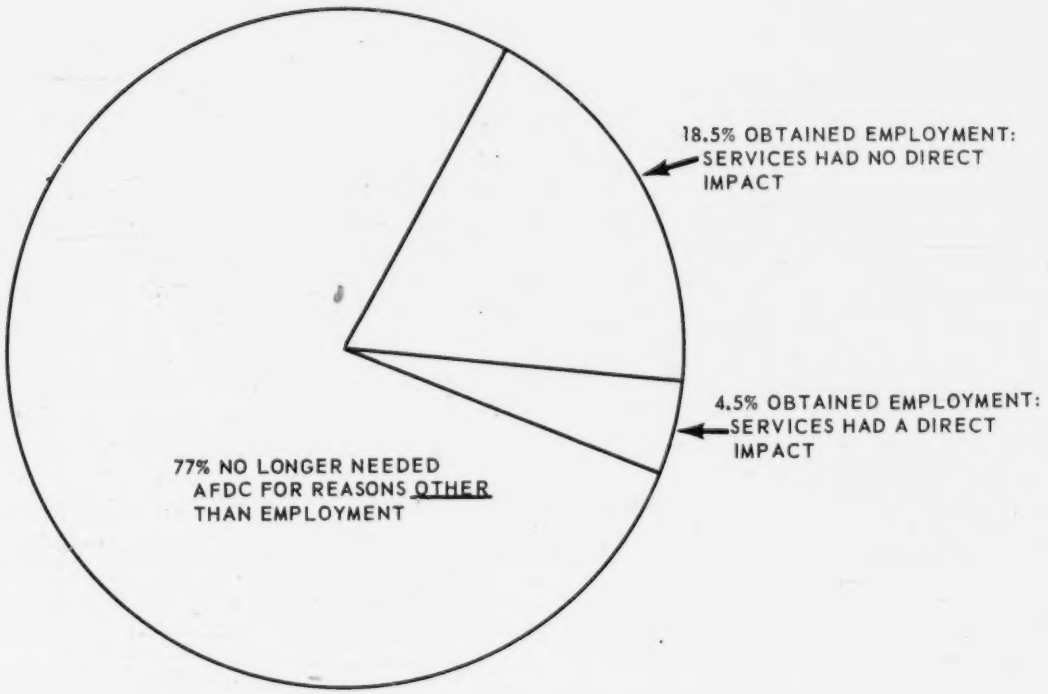
Services provided to recipients who obtained employment were classified as follows:

Type of service	Number of service cases					
	Baltimore	Denver	Louisville	New Orleans	Oakland	Total
Maintenance	2	3	-	2	7	14
Developmental	7	15	2	13	13	50
Maintenance and developmental	9	11	4	-	2	26
Total	18	29	6	15	22	90

[1] The term "employment" means initial employment or increased earnings obtained through promotions, general pay raises, or a better job.

The following chart shows the direct impact that services had on our sample of 750 closed cases in the 5 locations.

RECIPIENTS NO LONGER NEEDING AFDC (750 CASES)


18.5% OBTAINED EMPLOYMENT: SERVICES HAD NO DIRECT IMPACT
4.5% OBTAINED EMPLOYMENT: SERVICES HAD A DIRECT IMPACT
77% NO LONGER NEEDED AFDC FOR REASONS OTHER THAN EMPLOYMENT

The following table shows the extent to which services directly helped recipients obtain employment.

Location	Number of cases in which services had direct impact	Percent of cases sampled
Baltimore	12	8.0
Denver	8	5.3
Louisville	4	2.7
New Orleans	4	2.7
Oakland	6	4.0
Total	34	4.5

The following developmental services had the major direct impact on recipients' obtaining employment.

--Training and job placement through the WIN program.

--Referral to and enrollment in other training programs.

For example, two former recipients in Oakland informed us they had found employment as a direct result of developmental services. One recipient became employed through a WIN placement service. The other was enrolled in a home-health-aide training class by a caseworker. This training, in addition to the experience she gained after taking the course, enabled her to obtain a job and become self-supporting.

Despite the fact that 76 of 90 recipients received developmental services, only 34 obtained employment because of services. Recipients usually obtained jobs on their own initiative. Most of the cases which were closed due to employment (56 of 90 cases) were not directly affected by services because

--some services were maintenance only (such services were not the type which could directly enable a person to obtain a job),

--most developmental services consisted of discussions or referrals, or

--the recipients enrolled in WIN but did not complete the training, or the ensuing job was unrelated to the training received.

For example, in Baltimore 5 of the 11 recipients interviewed told us that the services provided did not directly help them obtain employment. Either the services were maintenance services only or developmental services limited to referral to the WIN program or the job obtained was not related to the training received. One recipient, after successfully completing WIN training as a keypunch operator, found that her lack of work experience made it difficult to obtain employment in her field. She eventually found a job as a teacher's aide. Another recipient found a job with the assistance of his sister who was already employed by the firm.

Of the seven former recipients interviewed in New Orleans, only two received training. The other recipients received only assessment- or referral-type developmental services. It appears that the degree of developmental services was not sufficient to affect the recipients' abilities to obtain jobs.

Because the primary objective of developmental services is to make recipients job ready or help them find employment, we statistically tested the association between the provision of such services and case status--either open or closed through employment--to determine whether cases closed through employment had received more developmental services than had open cases.

Our tests at Denver, Louisville, New Orleans, and Oakland[1] showed that whether the cases were open or closed through employment was not significantly associated with whether developmental services had been provided. The results also indicate that developmental services had a limited impact on helping recipients to achieve self-support through employment. Appendix II contains the details of these tests.

[1] We were unable to do this test in Baltimore because certain case records were unavailable.

ESTIMATES OF EFFECTIVENESS OF SOCIAL SERVICES ON CLOSED CASES

Of the 23,157 recipients in the 5 cities who no longer needed AFDC between August 1971 and July 1972, we estimate that 6,040 no longer needed AFDC because of employment. The following table shows a breakdown by city.

Location	Closed AFDC cases	Estimated cases closed through employment	
		Number	Percent
Baltimore	8,635	2,710	31
Denver	4,083	1,060	26
Louisville	2,037	270	13
New Orleans	2,833	510	18
Oakland	5,569	1,490	27
Total	23,157	6,040	26

Further, we estimate that, of the approximate 6,040 cases closed because of employment between August 1971 and July 1972, services directly helped 1,260 recipients achieve self-support. The following table shows a breakdown by city.

Location	Number of recipients	Percent (of all closed AFDC cases) of estimated cases directly helped by services to obtain employment
Baltimore	690	8
Denver	220	5
Louisville	50	3
New Orleans	80	3
Oakland	220	4
Total	1,260	5

CHAPTER 5

DID SOCIAL SERVICES HELP RECIPIENTS ACHIEVE REDUCED DEPENDENCY?

Social services had little direct impact on helping recipients reduce their dependency. Most recipients who received services received maintenance services, which could not directly help them reduce their dependency. Many recipients, however, did not request or receive any social services; some did not understand how services could help them, and others did not believe they needed services.

ARE SERVICES PROVIDED?

Before services can help recipients reduce their dependency, recipients must take advantage of the services program. Many recipients, however, were receiving money payments only. As shown below, about one-third of the recipients in our open-case sample did not receive any services from August 1, 1970, to July 31, 1972.

Received services	Number of open cases (note a)					
	Baltimore	Denver	Louisville	New Orleans	Oakland	Total
Yes	76	105	83	81	96	441
No	64	20	53	63	37	237
Total	140	125	136	144	133	678

[a]Totals do not include 72 stepfather or guardianship cases, which were excluded from analysis because only children received assistance. Immediate opportunities did not exist for services to help children obtain employment.

We classified services provided as follows:

Type of service	Baltimore	Denver	Louisville	New Orleans	Oakland	Total
Maintenance	9	29	26	19	40	123
Developmental	4	15	29	33	10	91
Maintenance and developmental	23	61	28	29	46	187
Total	[a]36	105	83	81	96	401

[a]Excludes 40 cases for which the Baltimore welfare department could not find services records. Loss of these records prevented us from determining specific services received by these recipients.

A primary reason why more recipients did not receive services was that AFDC recipients could either accept or reject a social services plan. Federal regulations[1] in effect when we made our review required caseworkers to develop an annual service plan for each recipient, but the recipient could accept or reject the plan and, in effect, the services. If a recipient needed services after rejecting the plan, he could request them on an as-needed basis.

Interviews with recipients who did not receive services indicated that some did not understand the services available because the program was not explained thoroughly or at all. Some recipients learned of services from friends rather than from caseworkers. Other recipients did not accept services offered or told us that services were never offered.

The 1971 social security amendments' requirement that most applicants for AFDC must register for WIN services as a condition of eligibility should result in a better understanding and use of services. Recipients will have to discuss their service needs with caseworkers and, in many instances, will have to accept certain services.

IMPACT OF SERVICES ON REDUCED DEPENDENCY

Services generally did not directly help recipients reduce their dependency on welfare. Most of the reductions in recipient grants resulted from actions that were not associated with social services. We assumed that services could have had a positive effect if the recipient reduced his dependency because of employment[2] rather than because of such factors as increases in social security grants or having a dependent removed from the grant.

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[1]45 CFR 220.16.

[2]The term "employment" means initial employment or increased earnings obtained through promotions, general pay raises, or a better job.

The following table shows the number and percent of recipients in our sample who reduced their dependency.

City	Sample (note a)	Number	Percent
Baltimore	140	27	19.3
Denver	125	36	28.8
Louisville	136	23	16.9
New Orleans	144	32	22.2
Oakland	133	38	28.6
Total	678	156	23.0

[a]The sample size is 150 less guardianship cases which generally would not be affected by services because the child is the primary recipient of assistance.

The following table shows, by reasons, a breakdown of the 156 persons who reduced their dependency.

Reason for reduced dependency	Number of recipients					
	Baltimore	Denver	Louisville	New Orleans	Oakland	Total
Employment	10	14	11	13	22	70
Dependent removed from grant	12	18	11	14	7	62
Change in veterans, social security, or other benefits	3	4	1	5	6	19
Other	2	-	-	-	3	5
Total	27	36	23	32	38	156

We statistically tested the association between whether a recipient received developmental services and whether he reduced his dependency. We were unable to include data from Baltimore because missing records precluded us from determining the exact types of services provided to many of the recipients.

Our tests showed that in none of the other four cities did recipients who received developmental services reduce their dependency at a rate significantly greater than recipients who did not receive developmental services. These tests demonstrate statistically the limited impact that developmental services had on reduced dependency. The details of these tests are presented in appendix III.

To further determine the effect that developmental services might have had, we tested the relationship between the degree of developmental services provided and whether recipients reduced their dependency. Degrees of developmental services vary from discussions with caseworkers and referrals to developmental services provided by welfare or other agencies to participation in developmental services programs.

Our tests for each of the four cities indicated no positive, significant, statistical association between the degree of developmental services provided and whether recipients reduced their dependency. In three cities recipients who participated in a developmental service program did slightly better in terms of reducing their dependency than those who did not. The differences, however, were not statistically significant. In Oakland recipients who participated in a developmental services program did not do as well as those who did not participate. The difference was statistically significant. We did not determine why this occurred. Appendix IV contains the details of these tests.

Effect of services on reduced dependency through employment

As shown in the table on page 30, only 70 of the recipients in our open-case sample reduced their dependency because of employment. However, not all these recipients received services. The number of these recipients who did and did not receive services is shown by location.

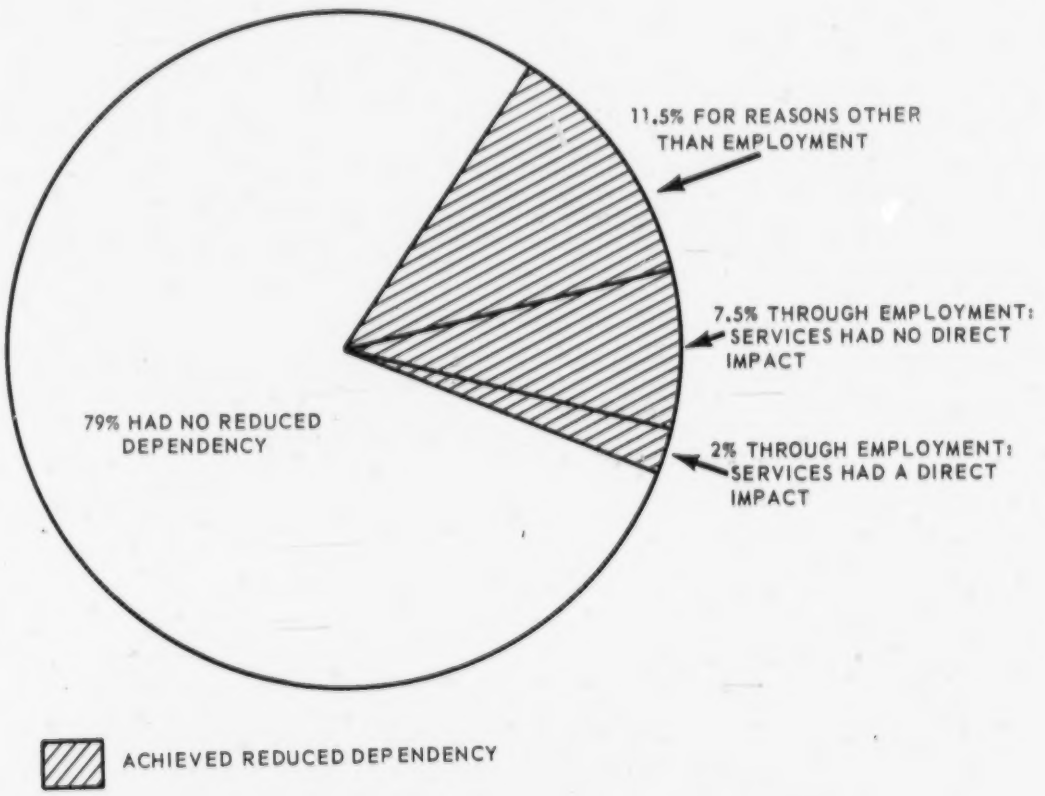
Received services	Number of recipients					
	Baltimore	Denver	Louisville	New Orleans	Oakland	Total
Yes	8	14	9	5	14	50
No	2	-	2	8	8	20
Total	10	14	11	13	22	70

Thirty-nine of the 50 recipients who received services received developmental services. The number of recipients directly helped by services to reduce their dependency through employment is shown below.

Location	Number of recipients
Baltimore	3
Denver	5
Louisville	2
New Orleans	2
Oakland	2
Total	14

The relationship of these recipients to the total open-case sample is shown in the following chart.

RECIPIENTS RECEIVING AFDC (750 CASES)


11.5% FOR REASONS OTHER THAN EMPLOYMENT
7.5% THROUGH EMPLOYMENT: SERVICES HAD NO DIRECT IMPACT
2% THROUGH EMPLOYMENT: SERVICES HAD A DIRECT IMPACT
79% HAD NO REDUCED DEPENDENCY
ACHIEVED REDUCED DEPENDENCY

It is significant that, although 39 recipients in the 5 locations obtained employment and received some type of developmental service, the services did not directly help 25 of them to reduce their dependency. These recipients generally obtained employment on their own initiative. The developmental services they received did not have a direct impact because they were usually limited to discussions about what recipients should do or referrals to other agencies or programs. Usually the recipients did not follow through on these suggestions to enroll or participate in training; the recipients apparently felt that they did not need direct help from services. Some examples follow.

--A 37-year-old mother in Oakland began receiving AFDC in August 1967. Due to illness, however, she did not receive developmental services until May 1972 when she was referred to WIN training. The recipient told us that the WIN referral was limited to receiving the telephone number of the WIN office from the caseworker and that she did not enroll in WIN. Rather, on her own initiative, she subsequently found a job as a part-time cashier.

--In Denver a 31-year-old mother of five was counseled about WIN training in November 1970. She had received AFDC since October 1969 and had previously worked part time. She told us that she found a job on her own initiative and that training might help her later to improve her skills and obtain a better job but that she did not want training then.

Appendix X presents the frequency with which services were provided to AFDC recipients in our open- and closed-case samples.

ESTIMATES OF THE EFFECTIVENESS OF SOCIAL SERVICES ON OPEN CASES

Of the 73,232 recipients in the 5 locations who were receiving AFDC assistance between August 1971 and July 1972, we estimate that 6,410 reduced their dependency because of employment, as follows:

Location	Open AFDC cases	Estimated AFDC cases who reduced dependency through employment number	Percent
Baltimore	26,964	1,800	7
Denver	10,537	980	9
Louisville	10,092	740	7
New Orleans	14,612	1,270	9
Oakland	11,027	1,620	15
Total	73,232	6,410	9

On the basis of the results of our sample, we are 95 percent confident that, in each of the five cities, the maximum percent of open cases that were helped by services to reduce dependency was 6.5 percent.

CHAPTER 6

DO RECIPIENTS RECEIVE SERVICES THAT CAN HELP THEM REALIZE THEIR POTENTIAL?

Although many recipients with potential for self-support, reduced dependency, or improved family life had received or were receiving services that could help them, local welfare departments did not have adequate systems to assess recipients' potential and to thereby insure that their service resources were allocated effectively.

Our review showed that

--not all recipients having potential for self-support or reduced dependency received services and

--some recipients with no immediate potential for achieving self-support or reduced dependency received developmental services.

Deciding the type of services a recipient should receive is generally left to the caseworker's subjective judgment. A caseworker's ability to make correct judgments is influenced by her familiarity with the recipient's condition, her understanding of the goals of social services, and her previous experience with welfare recipients. It is essential that a caseworker use these factors when assessing a recipient's condition. However, local welfare agencies have not provided their caseworkers with a means to objectively and uniformly assess recipients' potential to provide appropriate services.

HOW POTENTIAL WAS DETERMINED

We analyzed the case records of recipients in our open-case sample to determine their potential for employment. We did not assess the potential of recipients if they were already employed. Also, we did not assess the potential of recipients if children were being cared for by stepparents or guardians who were not included in the welfare grant.

To determine potential, we obtained information from case records and from discussions with caseworkers and, to

some extent, recipients. We also used a systematic approach to objectively arrive at a profile score which served as an indicator of a recipient's potential to achieve reduced dependency or self-support. This approach involved assigning mathematical weights to certain personal characteristics of the recipients--such as physical condition, marital status, interest in employment, and education. This approach is discussed in detail in chapter 7.

Thus three factors were used to determine potential: information in case records, profile scores, and the perceptions of the caseworkers and us regarding the cases.

To validate the use of the systematic approach, we statistically tested the association between the profile scores we developed and our assessment of recipients' potential on the basis of our review of all information in all locations except Baltimore. The tests showed a highly significant association between the assessed potential of each recipient and his profile score. We believe these results indicate that such an approach could help caseworkers to objectively assess AFDC recipients' potential. Appendix V includes the statistical details of these tests.

We discussed our decisions on potential with the caseworkers most familiar with the recipients' situations. If the caseworkers disagreed with us, we did not use the cases in determining whether service resources had been allocated effectively.

ALLOCATION OF SERVICES BASED ON RECIPIENTS' POTENTIAL

We determined that, of 600 open cases,[1] 247, or 41 percent, had potential for reduced dependency or self-support. The status of the recipients with potential for self-support at the time of our fieldwork and the services they received are shown below.

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[1]Because many service case records in Baltimore had been lost, we were unable to assess the potential of all 750 recipients in our open-case sample. We limited our analysis to the 600 cases in the other 4 locations.

Services received by recipients with potential for self-support	Number of recipients	Percent
Completed training and waiting for job placement	5	2.0
In training or waiting for job referral (job ready)	31	12.5
Did not complete training	21	8.5
Lost job after receiving training and being placed	4	2.0
Developmental services received were assessment, discussion, or referral	95	38.0
Received maintenance services only	31	12.5
Received no services	60	24.0
Total	247	

Sixty-one recipients (about 25 percent) received training to some degree or were waiting for job referrals because they were job ready. In these cases developmental services were provided to recipients who might have been able to benefit from them. Ninety-five recipients (about 38 percent) with potential received developmental services limited to discussions or referrals.

The following table shows the number of recipients with potential who received developmental services.

	Recipients with potential for self-support		
Location	Number	Number who received developmental services	Percent
Denver	72	53	74
Louisville	57	34	60
New Orleans	70	41	59
Oakland	48	28	58
Total	247	156	63

The table below shows that 24 percent of the recipients who had potential for self-support or reduced dependency did not receive any services.

Location	Recipients with potential who did not receive services	
	Number	Percent of recipients with potential
Denver	11	15
Louisville	18	32
New Orleans	22	31
Oakland	9	19
Total	60	24

If these recipients realized their potential, generally it was on their own initiative.

Because caseworkers do not have an objective method to assess recipients' potential, they cannot always identify recipients who might respond to services by increasing their motivation and ultimately achieving reduced dependency or self-support. Following are examples of cases in which local welfare departments did not identify, or provide services to, people with employment potential.

--A 40-year-old mother of five in Oakland had employment potential but was not receiving any services. She had completed 3 years of college and had previous job experience with two Federal agencies. The social workers who had last worked with her verified her potential after talking to us but stated that possibly she lacked motivation. The recipient told us that she was able and willing to work but was not getting any help from the welfare department in locating employment. She also said she had requested training, transportation, and child care so that she could look for a job, but she had not received such services. Her own job search had taken her to an opportunity center, a State agency, and a local service center, but jobs were not available. She stopped requesting services because she felt they were not available.

--Another Oakland recipient with employment potential was a 23-year-old mother with a 4-year-old child. She had completed high school and had worked previously in department stores and with the telephone company.

Since she began receiving AFDC in October 1970, however, she had not worked and had not received services which might have helped her find another job.

--In Denver a 34-year-old mother of three had work experience before she began receiving AFDC in July 1970. She had completed high school and had a potential for employment but had not received any services. She told us that she had refused services because she did not believe she needed them. When we interviewed her, however, she stated that she was interested in job training but had not pursued this interest. Because she was not receiving services, a caseworker had not tried to motivate her to enter a training program.

About 37 percent of the recipients who did not have potential for reduced dependency or self-support received maintenance services which we believe could have assisted them to sustain or improve their family life. The following table shows the number of such recipients.

	Recipients without potential for self-support		
Location	Number	Number who received maintenance services	Percent
Denver	29	18	62
Louisville	38	11	29
New Orleans	49	10	20
Oakland	42	19	45
Total	158	58	37

ANALYTICAL TESTS OF RESOURCE ALLOCATION

To further determine the effectiveness of resource allocation, we statistically tested the association between reduced dependency because of employment and the receipt of developmental services in all locations except Baltimore.

The following table shows the extent to which developmental service resources were allocated to recipients who reduced their dependency through employment. The data shows that the allocation of services was best in Denver.

		Reduced dependency through employment			
Location	Sample size	Number	Percent of sample	Number who received developmental services	Percent of recipients who reduced dependency through employment
Denver	125	14	11.2	14	100.0
Louisville	136	11	8.1	6	54.5
New Orleans	144	13	9.0	4	30.7
Oakland	133	22	16.5	10	45.4

Of the 76 recipients in Denver who received developmental services, 14 reduced their dependency through employment. None of the 49 recipients who did not receive developmental services reduced their dependency through employment.

In New Orleans the tests showed not only that there was no positive statistical association between receipt of developmental services and reduced dependency but that those who did not receive developmental services reduced their dependency through employment at a statistically significant higher rate than those who received developmental services. We did not determine why this occurred. Appendix VI presents the results of these tests.

Other statistical tests also indicated that Denver had allocated developmental services to recipients who could benefit from them better than the other cities.

At 4 locations, again excluding Baltimore, we tested the association between 12 recipient characteristics[1] and reduced dependency through employment noting those characteristics which appeared to be significantly associated with reduced dependency through employment.

We then tested the association between these characteristics and the receipt of developmental services in each city. The results showed that Denver generally had more effectively allocated its developmental service resources to recipients with characteristics associated with reduced dependency through employment.

In Denver five characteristics--employment interest, employment status, job experience, time on welfare, and race--were significantly associated with recipients who had reduced their dependency through employment. All of these characteristics except race were significantly present in such recipients who had received developmental services.

In Louisville four characteristics--education, mental condition, employment interest, and employment status--were significantly associated with recipients who had reduced their dependency through employment. Only two characteristics, education and employment interest, were significantly present in such recipients who had received developmental services.

In New Orleans six characteristics--education, employment interest, employment status, job experience, number of children, and time on welfare--were significantly associated with recipients who had reduced their dependency through employment. Only two of these, education and employment interest, were significantly present in such recipients who had received developmental services.

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[1]The 12 recipient characteristics were time on welfare, age, sex, race, education, inventory profile score, physical condition, mental condition, employment interest, employment status, job experience, and number of children.

In Oakland employment status, job experience, and profile scores were significantly associated with recipients who had reduced their dependency through employment. None of these characteristics, however, were significantly present in such recipients who had received developmental services. Appendix VII presents the details of these tests.

We asked the director of the Denver Department of Welfare if he could explain why our results showed that Denver had allocated its resources better than the other cities. He stated that tests during the 1960s of a systematic approach for assessing recipients' potential in Denver (see ch. 7) had provided "the program staff with awareness and technical abilities in the assessment of social problems and thus social service remedies." Moreover, he noted that the tests involved

> "* * * with rare exceptions, all of the supervisory staff including department heads, and, therefore, the experience undoubtedly has contributed to more ability in identifying problems and in implementing more meaningful social service activities."

DETERMINING RECIPIENTS' POTENTIAL UNDER 1971 AMENDMENTS

We reviewed the way that the welfare and manpower departments in the five cities were preparing to implement the 1971 social security amendments, to determine whether services would be directed toward the recipients who could best benefit.

As noted on page 19, as of July 1, 1972, most AFDC applicants must first register for manpower services and training. The law exempts from registration

--a mother or other relative who is caring for a child under age 6;

--a child under age 16 or attending school full time;

--a person who is ill, incapacitated, or of advanced age;

--a person remote from a WIN project;

--a person needed in the home because another member is ill or incapacitated; and

--the mother or other female caretaker of a child if a male in the family who must register is registered.

Recipients who register form a pool from which persons are selected for work- or job-training services. The manpower agency staff selects registrants from the pool, and the welfare department staff and the manpower agency staff jointly appraise selected registrants to determine their employment potential. At the appraisal interview, the recipient and the two staffs develop an employment plan. This plan states the recipient's occupational goal and training and supportive service needs. After the plan is developed, the welfare department must certify to the manpower agency that the supportive services have been provided or arranged for and that the recipient is ready for employment or manpower training.

The law requires the manpower agency to select registrants in the following order, taking into account employment potential.

--Unemployed fathers.

--Mothers who volunteer.

--Other mothers and pregnant women under 19.

--Dependent children and relatives who are at least 16 years old and who are not in school or engaged in work or manpower training.

--All others certified to the manpower agency by the welfare department.

No systematic means is used for determining employment potential. Therefore, a method of identifying certain characteristics which have been statistically proved to be related to a recipient's ability to achieve self-support would be useful in the appraisal process. Such a method would help to insure that, within the legal requirements, manpower training would be provided to those recipients most likely to benefit.

Registration and appraisal procedures

The methods used to register and appraise recipients' potential varied among the welfare and manpower staffs in the five locations. Although factors that affect the employability of applicants appeared to be considered in most locations, none of the locations used or planned to use a systematic means of insuring that all staffs applied the factors uniformly.

Baltimore

Although the amendments became effective July 1, 1972, specific State instructions for implementation were not received until October 1972. As of December 1972, the procedures for referral and appraisal had not been fully implemented and many decisions concerning local implementation had not been resolved.

Welfare workers responsible for determining eligibility are also responsible for determining whether recipients meet the legal criteria for mandatory registration and for registering them. Registration is based on information obtained at the time the person initially applies for AFDC or, if the

recipient is already on the rolls, at the time the semiannual redetermination is made. Registration information is forwarded to the Maryland State Department of Employment and Social Services.

As of December 1972 three WIN appraisal units had been established to assess recipients' potential. As training slots or jobs become available, the appraisal units select registrants from the highest priority group on the basis of when they registered and conduct appraisal interviews to determine registrants' suitability for available jobs or training slots. If registrants are not suitable, their names are returned to the pool.

The Department of Labor and the State have established general guidelines for determining employment potential. The guidelines provide for considering registrants' work histories, families' health, and social problems which might prevent completion of training. State manpower agency officials advised us that prior job skills, previous job performance, and the desire to work are also considered but are not included in the written guidelines. Most appraisals are made for registrants in the first-priority group (unemployed fathers) because of a shortage of training slots in the Baltimore area.

Denver

Delays have been encountered in compiling a list of registrants in the pool and appraising their potential. HEW guidelines were not received until September 1972, and local procedures were not established until November 1972.

Registering recipients and appraising their potential are coordinated between the local welfare WIN unit and the WIN employment office. Lists of registrants are sent to the WIN employment office which selects registrants for appraisal in the following order.

--Unemployed fathers.

--Mothers who volunteer.

--Mothers required to register.

Three welfare caseworkers and three WIN employment counselors make separate and independent appraisals. They hold in-depth interviews in which they discuss work histories, education, job skills, and family situations with recipients. Reasons for losing previous jobs are discussed, and the registrants' personal preferences are considered. Appraisal of the registrants' needs and potential is based solely on interviews and caseworkers' personal observations. At the time of our fieldwork, only unemployed fathers were being appraised because of the backlog of registrants.

Louisville

Kentucky did not receive HEW guidelines until mid-October 1972. At the time of our fieldwork, the guidelines had not been implemented, but procedures for implementing them had been developed.

An employment counselor and a welfare worker will appraise registrants' potential by considering the registrants' vocational goals and social services and training needed. Interviews will be held, and registrants will be tested for aptitudes, educational levels, and areas of interest. In determining the services needed, primary concern will be given to identifying medical problems and child care arrangements. In assessing employment potential, major considerations will be aptitudes, education, vocational interest, work histories, and physical abilities. A method of systematically considering these factors has not been established.

New Orleans

Louisiana began implementing the program in July 1972, although its reporting system was not fully implemented until September 1972. The welfare office refers all mandatory and voluntary candidates for the WIN program to the State employment service to form the registration pool. The employment service screens registration records to identify those registrants who appear to have the best potential for employment.

During an appraisal interview, employment service and welfare staff jointly assess the recipient's employment potential and identify social service needs. The welfare agency reviews the health and child care needs. If selected,

the recipient is enrolled in the WIN program and responsibility for his case is assigned to a welfare caseworker responsible for WIN enrollees.

State employment service officials told us that information in the WIN registration records, used for initial screening, is incomplete and that, in selecting recipients for further screening, they rely on recipients' verbal information about their education, prior work experience, and time on welfare.

Oakland

The 1971 amendments were not implemented in Oakland until December 1972. HEW provided the State preliminary guidelines in August 1972 but did not provide final instructions until November 1972. California began issuing implementing instructions to the counties in August 1972, using HEW's preliminary guidelines as the basis for their instructions.

However, Alameda County was negotiating with State welfare officials to implement a State program for employing welfare recipients with objectives similar to those of the WIN program as modified by the 1971 amendments.

California wanted its counties to implement the State's program along with the requirements of the 1971 amendments. At the time of our fieldwork, Alameda County had not implemented the State's program, but the county, and thus Oakland, had implemented procedures to comply with the 1971 amendments.

The State Department of Human Resources Development is responsible for screening all AFDC applicants for possible exemption from registration. However, the welfare agency worker who determines eligibility for money payments does the initial screening for exemption. The screening process separates those applicants who are obviously not employable because of their physical or mental conditions from those applicants who appear to be employable and who must register as a condition of eligibility.

The welfare department then refers to the human resources department the applicants certified as employable. Professional employment counselors of the human resources department make employability appraisals on the basis of interviews with registrants. The employment counselors

consider such factors as training, education, work experience, physical traits, personality characteristics, and personal needs in judging employability potential. Detailed guidelines have been published for use by the counselors, but they do not provide a systematic means for assessing employability.

CONCLUSIONS

Even though caseworkers subjectively determined recipients' potential and which services to provide, their judgments were reasonably perceptive. Our analytical tests and our review of the processes used to assess AFDC recipients' employment potential under the 1971 amendments, however, showed that a means is needed to more objectively and uniformly assess recipients' potential so resources can be allocated more effectively.

CHAPTER 7

CAN SOCIAL SERVICE RESOURCES BE ALLOCATED MORE EFFECTIVELY?

Recognizing that social service resources are limited, that not all AFDC recipients have potential for self-support, and that certain services might be able to help recipients achieve self-support, several questions can be asked about AFDC recipients eligible for services.

--Who is presently employable?
--Who has the potential to become employable?
--Who requires services to become employable?
--Who is most likely to benefit from services?

Although these are difficult questions to answer, answers must be found if services are to be more effective.

In analyzing sample cases, we used an approach which could give caseworkers a more systematic and analytic means to assess recipients' potential and, accordingly, which could improve the allocation of social service resources. We refer to this approach as the inventory approach.

INVENTORY APPROACH

The Denver Department of Welfare developed and tested the approach. However, the approach is not being used in Denver because of certain administrative concerns of the State. A modified version of the approach is being implemented in Nevada as part of a new welfare management information system. We believe these experiences with the approach demonstrate the feasibility of using a systematic means of assessing recipients' potential as a basis for allocating service resources.

How it works

Under the approach AFDC recipients' strengths, problems, and potential for self-support can be measured by analyzing 20 characteristics and circumstances, such as physical condition and interest in employment. The characteristics and circumstances were generally derived from studies of social characteristics in AFDC families.

Under each of the 20 categories, descriptive terms are listed and are assigned a number from zero to 6 depending on the severity of the problem. (Zero indicates no problem; 6 indicates a severe problem.)

An overall inventory score for each recipient can be computed by adding the scores for each of the 20 characteristics or circumstances. The lower the score, the higher the potential for self-support; the higher the score, the lower the potential for self-support.

A copy of the inventory form is provided on the next two pages.

After visiting the family's home, a caseworker selects the term under each heading which best describes the situation. The completed inventory form can then help the caseworker to determine within which of the following groups the recipient belongs.

--Has potential to achieve self-support and needs no services.

--Has potential to achieve self-support, if he receives appropriate services.

--Has limited potential to achieve self-support at the time the form is completed.

CASE NAME: _____ CATEGORY: _____ HH NO: _____ WKR. NO: _____ DATE: _____

SUF.	NAME	ASST CAT	PLMT CODE	BIRTHDATE MO.	DAY	YR.	RACE	SEX	MARITAL STATUS	RACE	CITIZEN STATUS	DATE OF ENTRY DAY	YR.	REF. CODE	ADD/DELETE A/D	REASON

SUF.	PROBLEMS AND GOALS: MAJOR SERVICE ____ / MINOR SERVICE ____ /	AREA	EVALUATION 1	2	3	4	EVALUATION DATES	WORKER'S NAME	POS. NO.
							1		
							2		
							3		
							4		

CIRCLE APPROPRIATE CODES	1	2	3	4
A. CURRENT MARITAL STATUS				
NEVER MARRIED	0	0	0	0
MARRIED AND TOGETHER	1	1	1	1
COMMON-LAW OR LIVING TOGETHER	2	2	2	2
WIDOWED (NO MAN IN HOME)	3	3	3	3
DIVORCED (NO MAN IN HOME)	4	4	4	4
SPOUSE IN AN INSTITUTION	5	5	5	5
SPOUSE ABSENT OR DESERTING	6	6	6	6
B. MARITAL ADJUSTMENT				
STABLE AND CONGENIAL RELATIONSHIP	0	0	0	0
MARITAL STRESS OR CONFLICT	1	1	1	1
JEOPARDY OF SEPARATION	2	2	2	2
CONSIDERING FILING FOR DIVORCE	3	3	3	3
JEOPARDY OF ILLEGITIMACY	4	4	4	4
PROBLEMS OF PATERNITY OR SUPPORT	5	5	5	5
NO SPOUSE OR INTIMATE ASSOCIATE	X	X	X	X
C. CARE OF CHILDREN				
ADEQUATE CARE AND SUPERVISION	0	0	0	0
LACK OF AFFECTION AND ACCEPTANCE	1	1	1	1
INADEQUATE SUPERVISION AND GUIDANCE	2	2	2	2
NEGLECT OF PHYSICAL NEEDS	3	3	3	3
INDICATIONS OF ABUSE OR MISTREATMENT	4	4	4	4
JEOPARDY OF DEPENDENCY PETITION	5	5	5	5
NO MINOR CHILDREN IN HOME	X	X	X	X
D. DEVELOPMENT OF CHILDREN				
NO MEDICAL OR DEVELOPMENTAL PROBLEMS	0	0	0	0
NEED OF MEDICAL ATTENTION	1	1	1	1
CHILD(REN) WITH PHYSICAL HANDICAPS	2	2	2	2
CHILD(REN) WITH MENTAL HANDICAPS	3	3	3	3
TRUANCY, DELINQUENCY, UNMANAGEABILITY	4	4	4	4
NEED OF INSTITUTIONAL PLACEMENT	5	5	5	5
NO MINOR CHILDREN IN HOME	X	X	X	X
E. STABILITY OF RESIDENCE				
CONTENT AT THIS ADDRESS FOR PAST YEAR	0	0	0	0
UNHAPPY AT PRESENT ADDRESS	1	1	1	1
MOVED ONCE IN PAST YEAR	2	2	2	2
MOVED MORE THAN ONCE IN PAST YEAR	3	3	3	3
FROM OUT OF COUNTY IN PAST YEAR	4	4	4	4
FROM OUT OF STATE IN PAST YEAR	5	5	5	5
CURRENTLY LIVING OUT OF COUNTY	X	X	X	X

CIRCLE APPROPRIATE CODES	1	2	3	4
F. LIVING ARRANGEMENT				
OWNS OWN HOME	0	0	0	0
PURCHASING OWN HOME	1	1	1	1
RENTING HOUSE OR APARTMENT	2	2	2	2
LIVES IN PUBLIC HOUSING	3	3	3	3
HOUSEKEEPING ROOM, MOTEL OR TRAILER	4	4	4	4
LIVES WITH RELATIVES	5	5	5	5
LIVING IN GROUP CARE FACILITIES	6	6	6	6
G. CONDITION OF HOME				
ADEQUATE AND MAINTAINED	0	0	0	0
DILAPIDATED OR NEGLECTED	1	1	1	1
LACK OF ESSENTIAL FACILITIES	2	2	2	2
OVER-CROWDED OR LACK OF PRIVACY	3	3	3	3
NEED OF MAJOR HOME REPAIRS	4	4	4	4
CONDEMNED OR UNSAFE HOUSING	5	5	5	5
LIVING IN GROUP CARE FACILITIES	X	X	X	X
H. CARE OF HOME				
ADEQUATE CARE OF HOME	0	0	0	0
CARETAKER IS OVERBURDENED	1	1	1	1
NEGLECT OF YARD OR OUTSIDE CHORES	2	2	2	2
CLEAN, BUT LACK OF HOUSEHOLD ROUTINE	3	3	3	3
UNCLEAN, ODEROUS, DISORDERED	4	4	4	4
RODENT OR INSECT INFESTATION	5	5	5	5
LIVING IN GROUP CARE FACILITIES	X	X	X	X
I. MANAGEMENT OF FUNDS				
PLANS FOR USUAL MONTHLY EXPENSES	0	0	0	0
SUBJECT TO EXPLOITATION BY OTHERS	1	1	1	1
FREQUENT BUDGETING CRISIS	2	2	2	2
EXCESSIVE DEBTS OR BACK BILLS	3	3	3	3
JEOPARDY OF EVICTION OR SHUT-OFF	4	4	4	4
JEOPARDY OF BANKRUPTCY OR GARNISHMENT	5	5	5	5
NEEDS MET THROUGH VENDOR PAYMENT	6	6	6	6
J. TRANSPORTATION				
HAS CAR LESS THAN 5 YEARS OLD	0	0	0	0
CAR 5 YEARS OLD OR OVER	1	1	1	1
CAR IN DISREPAIR OR UNDEPENDABLE	2	2	2	2
TRANSPORTATION FURNISHED BY OTHERS	3	3	3	3
USES PUBLIC TRANSPORTATION	4	4	4	4
NOT ACCESSIBLE TO BUS LINE	5	5	5	5
UNABLE TO LEAVE HOME UNASSISTED	6	6	6	6

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CASE NAME: _____ CATEGORY: _____ ID NO: _____ WKR. NO: _____ DATE: _____

K. PHYSICAL CONDITION	Mr./Mrs.	1	2	3	4	1	2	3	4
ADEQUATE HEALTH AND VIGOR		0	-	0	0	0	0	0	0
PREGNANT OR NEWBORN CHILD		1	1	1	1	1	1	1	1
TEMPORARY INCAPACITY		2	2	2	2	2	2	2	2
MINOR IMPAIRMENT OR HANDICAP		3	3	3	3	3	3	3	3
CHRONIC SYMPTOMS OR COMPLAINTS		4	4	4	4	4	4	4	4
MAJOR IMPAIRMENT OR HANDICAP		5	5	5	5	5	5	5	5
DISABLED OR DEBILITATED		6	6	6	6	6	6	6	6
L. MENTAL CONDITION									
ADEQUATE MENTAL ADJUSTMENT		0	0	0	0	0	0	0	0
REACTS NORMALLY TO TEMPORARY STRESS		1	1	1	1	1	1	1	1
SHY, TIMID, LACKING SELF-ESTEEM		2	2	2	2	2	2	2	2
NERVOUS, ANXIOUS, EASILY UPSET		3	3	3	3	3	3	3	3
DEPRESSED, DISTURBED, HOSTILE		4	4	4	4	4	4	4	4
INADEQUATE, IMMATURE, MARGINAL IQ		5	5	5	5	5	5	5	5
INCOMPETENT, DISORIENTED, RETARDED		6	6	6	6	6	6	6	6
M. SOCIAL ADJUSTMENT									
ACTIVE IN COMMUNITY AFFAIRS		0	0	0	0	0	0	0	0
ADEQUATE SOCIAL ADJUSTMENT		1	1	1	1	1	1	1	1
LIMITED SOCIAL PARTICIPATION		2	2	2	2	2	2	2	2
OVERLY DEPENDENT ON RELATIVES OR FRIENDS		3	3	3	3	3	3	3	3
ALIENATED FROM RELATIVES OR FRIENDS		4	4	4	4	4	4	4	4
IRRESPONSIBLE, UNRELIABLE, DISORDERLY		5	5	5	5	5	5	5	5
VIOLENT, DESTRUCTIVE, UNTRUSTWORTHY		6	6	6	6	6	6	6	6
N. SOCIAL ACTIVITIES									
APPROPRIATE SOCIAL ACTIVITIES		0	0	0	0	0	0	0	0
PRISON OR JAIL RECORD		1	1	1	1	1	1	1	1
CURRENTLY ON PAROLE, PROBATION OR BOND		2	2	2	2	2	2	2	2
COMMUNITY COMPLAINTS OR POLICE CALLS		3	3	3	3	3	3	3	3
PROMISCUITY, INFIDELITY, PROSTITUTION		4	4	4	4	4	4	4	4
ALCOHOLISM OR EXCESSIVE DRINKING		5	5	5	5	5	5	5	5
DRUG ADDICTION OR NARCOTICS TRAFFIC		6	6	6	6	6	6	6	6
O. APPEARANCE AND GROOMING									
ATTRACTIVE AND PERSONABLE		0	0	0	0	0	0	0	0
ACCEPTABLE APPEARANCE		1	1	1	1	1	1	1	1
FRAIL OR SLIGHT STATURE		2	2	2	2	2	2	2	2
EXCESSIVE OVERWEIGHT		3	3	3	3	3	3	3	3
UNKEMPT OR BIZARRE APPEARANCE		4	4	4	4	4	4	4	4
DISREGARD FOR PERSONAL CLEANLINESS		5	5	5	5	5	5	5	5
DEFORMED OR DISFIGURED		6	6	6	6	6	6	6	6

P. LANGUAGE USAGE	Mr./Mrs.	1	2	3	4	1	2	3	4
APPROPRIATE LANGUAGE USAGE		0	0	0	0	0	0	0	0
NON-ENGLISH USED IN HOME		1	1	1	1	1	1	1	1
COARSE OR ABUSIVE SPEECH		2	2	2	2	2	2	2	2
INCOHERENT OR TANGENTIAL SPEECH		3	3	3	3	3	3	3	3
SERIOUS SPEECH DEFECT		4	4	4	4	4	4	4	4
DEAF AND/OR MUTE OR BLIND		5	5	5	5	5	5	5	5
NON-ENGLISH SPEAKING		6	6	6	6	6	6	6	6
Q. SCHOOL ATTAINMENT									
ONE YEAR OR MORE OF COLLEGE		0	0	0	0	0	0	0	0
COMPLETED HIGH SCHOOL OR GED		1	1	1	1	1	1	1	1
COMPLETED 11TH GRADE		2	2	2	2	2	2	2	2
COMPLETED 9TH OR 10TH GRADE		3	3	3	3	3	3	3	3
COMPLETED 8TH GRADE ONLY		4	4	4	4	4	4	4	4
DID NOT COMPLETE 8TH GRADE		5	5	5	5	5	5	5	5
CANNOT READ AND/OR WRITE		6	6	6	6	6	6	6	6
R. WORK EXPERIENCE OR COMPETENCY									
PROFESSIONAL, MANAGERIAL, SUPERVISORY		0	0	0	0	0	0	0	0
FULL-TIME CLERICAL OR SALES		1	1	1	1	1	1	1	1
SKILLED OR SEMI-SKILLED EMPLOYMENT		2	2	2	2	2	2	2	2
STRENUOUS, UNSKILLED LABOR		3	3	3	3	3	3	3	3
ONLY TEMPORARY, PART-TIME OR ODD JOBS		4	4	4	4	4	4	4	4
HOUSEWIFE (CARE OF CHILDREN, ETC.)		5	5	5	5	5	5	5	5
UNEMPLOYED OR UNEMPLOYABLE		6	6	6	6	6	6	6	6
S. INTEREST IN EMPLOYMENT									
SUBSTANTIAL EMPLOYMENT AT PRESENT		0	0	0	0	0	1	0	0
TRAINING COMPLETED AND JOB READY		1	1	1	1	1	1	1	1
ENGAGED IN WORK-TRAINING PROGRAM		2	2	2	2	2	2	2	2
SEEKING WORK OR TRAINING		3	3	3	3	3	3	3	3
AVAILABLE, BUT NOT INTERESTED		4	4	4	4	4	4	4	4
NEEDED IN HOME (CHILDREN, ETC.)		5	5	5	5	5	5		5
DISABLED, UNEMPLOYABLE, RETIRED		6	6	6	6	6	6	6	6
T. USE OF SOCIAL SERVICES									
INITIATES OWN CONSTRUCTIVE PLANS		0	0	0	0	0	0	0	0
APPROPRIATE USE OF SOCIAL SERVICES		1	1	1	1	1	1	1	1
USES TO EXTENT OF LIMITED CAPACITY		2	2	2	2	2	2	2	
OVER DEPENDENT OR DEMANDING		3	3	3	3	3	3	3	
EVASIVE, PASSIVE, INDIFFERENT		4	4	4	4	4	4	4	
DEFIANT, HOSTILE, INSULTIVE		5	5	5	5	5	5	5	
DECEITFUL OR EXPLOITIVE		6	6	6	6	6	6	6	

	PROBLEM AREAS FOR CHILDREN (SUFFIX)				
U. PROTECTION OF CHILDREN	01 CHILD ABUSE				
	02 SEXUAL ABUSE				
	03 CHILD NEGLECT				
	04 RELINQUISHMENT				
	05 LACK OF GUARDIAN				
	06 OTHER PROTECTIVE SERVICES				
V. NEED OF GUIDANCE	21 TRUANCY				
	22 RUNAWAY				
	23 UNMANAGEABILITY				
	24 DRUG ABUSE				
	25 DELINQUENCY				
	26 UNWED PARENTHOOD				
	27 JEOPARDY OF DELINQUENCY				
	28 JEOPARDY OF ILLEGITIMARY				
	29 OTHER				
W. SPECIAL PROBLEMS	41 SPEECH, HEARING, SIGHT				
	42 OTHER PHYSICAL DISABILITY				
	43 MENTAL RETARDATION				
	44 PROFOUND MENTAL DEFICIENCY				
	45 EMOTIONAL DISTURBANCE				
	46 LEARNING DISABILITY				
	47 OTHER				

SOCIAL STUDY OW 260-8 (1-72) FIRST EVALUATION SECOND EVALUATION THIRD EVALUATION FOURTH EVALUATION

APPLYING THE INVENTORY APPROACH

Research tests in Denver

The Denver Department of Welfare made three studies over a 7-year period to validate the theory and assumptions of the approach and to determine the relationship between inventory scores and cases closed through employment. The results of these tests were discussed with HEW officials and were published in the November-December 1968 issue of "Welfare In Review," an HEW periodical.

Inventory forms were completed for a sample of AFDC recipients in each study, and 2 to 4 years later, each sample case was reviewed to determine its status. Cases closed through employment were particularly emphasized. A statistical technique was then used to determine the association between the inventory scores and the cases closed through employment. The results showed that inventory scores were predictive of recipients' potential to achieve self-support.

One of the studies, begun in 1963, was based on a 20-percent sample from the universe of AFDC cases in which fathers were not in the home. Caseworkers completed inventory forms for 595 sample cases, and in late 1966 they determined the status of these cases.

The following table shows the association between inventory scores and reasons for cases closed. The results are based on an earlier scoring system, since revised, in which high scores indicated a high potential for employment. As shown, cases closed through employment increased as inventory scores increased, while cases closed for reasons other than employment were not similarly related to inventory scores.

Inventory score	Total cases	Cases closed			Percent closed by	
		Total	By employment	Other	Employment	Other
Under 50	53	16	1	15	1.9	28.3
50 to 54	71	19	4	15	5.6	21.2
55 to 59	110	22	7	15	6.4	13.6
60 to 64	162	53	17	36	10.5	22.2
65 to 69	126	41	16	25	12.7	19.8
70 to 74	55	20	12	8	21.8	14.6
Over 74	18	10	7	3	38.9	16.7
Total	595	181	64	117	10.8	19.6

Source: "Studies in the ADC Program," Denver Department of Welfare, 1967.

We statistically verified the Denver Department of Welfare conclusion that a significant association exists between inventory scores and cases closed through employment. Accordingly, we believe that the inventory approach could be used as an additional means of assessing AFDC recipients' potential for self-support.

In May 1972 the Denver Department of Welfare submitted a proposal to the Colorado Department of Public Welfare to test the feasibility of using a welfare management information system based on the inventory approach. The State did not fund the request because it did not appear to be compatible with the State's management information needs. A State official advised us, however, that the State was receptive to the idea of using an inventory approach to select recipients to participate in training programs operated under the 1971 amendments.

Although the State did not approve further testing of the approach, it did allow the El Paso County Department of Public Welfare to incorporate the approach in a management information system it had been testing since 1970. One part of the system was designed to provide caseworkers with a basis for setting priorities for providing services. The major goals of this part of the system are similar to those that can be achieved by using the inventory approach. The county is continuing to develop this system.

Use of inventory approach in Nevada

In the summer of 1970 the Nevada State Welfare Division began to develop a management information system for social services based on the inventory approach. After testing and modifying the approach, Nevada began to implement the system State-wide in April 1972. Among the objectives of the system were to:

--Identify recipients who might have potential to achieve self-support and identify the areas in which services could help them achieve self-support.

--Identify recipients who have potential for using services to improve their individual and social functioning.

--Identify recipients and families in need of protective services.

--Collect data for system planning, development, and evaluation.

The system will provide the welfare division with information for (1) establishing priorities on which services to provide and to whom and (2) systematically and analytically identifying those people who can best utilize available services. The system will also serve as the basis for developing a method to measure the effectiveness of social services.

Nevada welfare officials informed us of additional benefits from using the inventory approach. The system will:

--Enable full consideration of a recipient's strengths and weaknesses.

--Provide supervisors with easy access to information to assess the appropriateness of services proposed by caseworkers for certain recipients.

--Serve as a training tool by assisting new workers to learn how to assess recipients' strengths, problems, and service needs.

--Reduce the amount of writing for caseworkers in completing case histories on recipients.

--Provide a basis for establishing the manpower needs of the service staff by documenting the number of cases that could not receive services because staff was not available.

--Assist in followup of services by providing for at least an annual assessment of service needs.

Nevada welfare officials told us that the system will be formally monitored beginning in July 1973 and that cases will be evaluated to measure service effectiveness beginning in July 1974. The officials view their system primarily as a way to improve services and to obtain better accountability for program expenditures.

PREDICTIVE QUALITY OF INVENTORY APPROACH COULD BE IMPROVED

The predictive quality of the inventory approach could be improved by considering additional recipient characteristics. Any inventory approach based on an association between recipient characteristics and cases closed through employment, however, should recognize that certain characteristics may indicate potential in some locations better than in others.

These positions are based on our review of a recent study of AFDC referral guidelines made under a contract awarded by the Social and Rehabilitation Service and on the data we collected in the five localities.

Results of referral guideline study

In a report to the Social and Rehabilitation Service, dated June 30, 1972, the Institute for Interdisciplinary Studies, Minneapolis, suggested guidelines for use in selecting AFDC female heads of households for referral to such programs as WIN. The guidelines, which are based on 3 years' research in three localities, included recipient characteristics found to be associated with employment potential. We believe these characteristics could improve the predictive quality of the inventory approach.

The institute recommended that AFDC recipients be referred to employment-related services on the basis of:

--The recipient's desire to work.

--The probability of the recipient's employment and her expected earnings.

--The economic worth of the recipient's employment to herself and to society.

The institute suggested that referral decisions take into account the following characteristics, some of which are not presently included in the inventory approach.

--Age.
--Number and ages of children.

--Past employment record.
--Earnings at the time of entering the AFDC program.

Results of GAO analysis

We made statistical tests to identify additional recipient characteristics which could assist caseworkers in identifying recipients likely to benefit from social services and to reaffirm the potential usefulness of other characteristics. We compared the characteristics of recipients in our open-case sample with the characteristics of recipients whose cases were closed through employment. Characteristics which differed significantly between the groups could be used to help identify recipients with potential to achieve self-support.

Our tests indicated that the length of time a recipient had been on welfare differed significantly between open cases and cases closed through employment. In each of the five cities the length of time on welfare for open cases was significantly longer than for cases closed through employment. The following table summarizes our findings.

	Time on welfare (months)	
City	Open cases (note a)	Cases closed through employment
Baltimore	61.9	34.4
Denver	65.9	23.5
Louisville	61.8	28.7
New Orleans	62.4	20.5
Oakland	63.3	26.5

[a] One of the criteria for selecting the open-case sample was that the recipient must have been receiving AFDC at August 1, 1971, and July 31, 1972. Accordingly, these figures should not be considered as the average length of time on welfare for all cases in the five cities receiving AFDC at July 31, 1972.

The above statistics indicate that the shorter the time recipients have been on welfare, the more likely they are to leave the AFDC program through employment.

Our tests also indicated that, in four of the five cities, the number of children in the family and the number of children under age 6 differed significantly between open cases and cases closed through employment. Generally, fewer children were associated with cases closed through employment. These findings agree with those of the Institute for Interdisciplinary Studies.

Our results showed that age of recipients was associated with case status and therefore indicated potential in one of five cities. In this city recipients aged 31 to 40 were more strongly associated with cases closed through employment than were older or younger recipients.

In summary, our statistical findings showed that the following characteristics could be used to help identify recipients likely to have potential to achieve self-support and possibly benefit from appropriate social services.

--Length of time on welfare.

--Number of children in recipient's household.

--Number of children under age 6 in recipient's household.

--Age of recipient.

Appendix VIII includes the details of our statistical tests.

CONCLUSIONS

Service resources can be allocated more effectively. The work in Denver and Nevada and our analyses and those of the Institute for Interdisciplinary Studies could serve as the starting point for developing better ways to allocate service resources. Our work has indicated that it is feasible to develop a predictive inventory approach using recipient characteristics. Further refinement of the approach and the characteristics could be the next step taken by Federal, State, and local welfare officials to improve the allocation of service resources.

CHAPTER 8

HAS HEW, STATE, AND LOCAL ADMINISTRATION BEEN EFFECTIVE?

The Congress enacted the 1971 social security amendments partly to improve HEW's and Labor's administration of the WIN program. Federal administration of the other aspects of the services program has not been effective.

--State and local governments have not been given proper guidance.

--Program goals and objectives, when defined, have been ambiguous.

--Guidelines and regulations have been vague.

--Program results have not been adequately monitored and evaluated.

Because of these shortcomings, caseworkers have not fully understood program goals and their roles, and their ability to interact effectively with recipients has decreased. These problems have significantly reduced the effectiveness of the social services program.

HEW ADMINISTRATION

HEW's headquarters and regional offices share responsibilities for administering the social services program. The manner in which a State intends to carry out its services program is set forth in a State plan which, when approved by the Regional Commissioner of the Social and Rehabilitation Service, is the basis for Federal grants to the State.

Headquarters administration

HEW headquarters staff is responsible for issuing regulations and guidelines that States must follow in developing plans. Headquarters staff is responsible also for providing guidance and assistance to regional staffs so that they can monitor the States' program activities to insure compliance with approved plans. Thus, regional staffs usually interact with State officials regarding specific problems.

HEW headquarters staff--until recently--has not provided the leadership and guidance necessary for either regional staffs or State officials to effectively carry out their responsibilities. A former Commissioner of the Community Services Administration of the Social and Rehabilitation Service stated in a speech in 1972:

> "There has been an unclear Federal leadership role in social services. Services are not correlated with a set of national goals and objectives. Previous attempts at accounting have been attempts to count social work processes and not their impact on people."

Since 1970 HEW has been required by law to report to the Congress on the social services program. These reports have contained considerable data on the number of recipients who received services and the types of services they received, but they have not shown what effect these services have had on recipients.

An example of the lack of aggressive leadership at the headquarters level is the process to approve Federal reimbursements to States for social services provided under part A. As mentioned previously, the Federal Government provides $3 for every $1 a State spends on such social services.

To determine how much Federal money each State should receive, HEW headquarters staff requests States to submit estimates of their proposed expenditures for services before the beginning of the fiscal year in which the money will be spent. On the basis of this information, HEW estimates how much Federal funds will be needed. States are reimbursed through monthly letters of credit on the basis of quarterly estimates of their social services expenditures. HEW headquarters staff approves Federal reimbursements without determining what services have been provided or what impact services have had on recipients. As long as HEW regional staffs assured headquarters that the States' plans complied with Federal regulations, headquarters approved Federal reimbursements.

In fiscal year 1973 HEW implemented a State grant review process whereby requests for Federal reimbursements can be audited if HEW regional staffs believe there may be questions regarding

--the reasons for increased funding levels for the next fiscal year or

--whether proposed increases will be for services prescribed in the State's approved plan.

Audits of this type are usually done on an exception rather than a regular basis. HEW does not require States to report on the effectiveness of prior-year expenditures for services when requesting Federal funds for the next year. Information on program results is essential if HEW is to develop effective future program and financial strategies.

Regional administration

HEW regional officials in the five regions told us that generally they were able to provide only limited technical assistance to States in implementing the social services program. They primarily resolved specific day-to-day problems as they occurred. They did not systematically monitor State program operations and had not evaluated the effectiveness of the social services program. These officials attributed their limited activity to

--staff shortages at the regional level,

--inadequate regulations and policy guidance from HEW headquarters regarding the types of services which are eligible for Federal reimbursement, and

--the lack of a management system that provides data on program results so they can monitor and evaluate State operations.

Primarily the officials attempt to insure State compliance with Federal laws and regulations. Review and approval of State plans and amendments therefore are the principal means to control the services program. However, State plans do not contain sufficiently definitive criteria to permit HEW to use the plans as standards for measuring program performance.

HEW actions to improve program administration

The Congress recently authorized the Social and Rehabilitation Service to create 427 new positions to improve administration of its programs. Seventy-nine of these positions were assigned to help the Community Services Administration operate the services program; 30 positions were assigned to headquarters, and 49 to the regions. As a result, HEW should be able to provide more adequate assistance and guidance to the States in administering their services program.

The increase in staff is part of the Social and Rehabilitation Service's "Plan for Improved Federal and State Management of Public Assistance Programs." This plan--dated February 1972--outlines the strategies to improve Federal leadership in managing welfare programs and requires:

> "* * * a basic change in the way the Social and Rehabilitation Service (SRS) deals with the States. The [SRS] has relied heavily on State initiative to implement the provisions of the law and regulation and for submission of proper claims for federal financial participation. SRS Regional Offices have not been staffed for active management control of Public Assistance programs. The approach has been to provide such technical assistance to the States as was possible, to review and approve State plans, to interpret Federal regulations, and to rely on the HEW Audit Agency and the General Accounting Office for surveillance and enforcement through audit action." (Underscoring supplied.)

On May 1, 1973, the Secretary of HEW issued new Federal regulations governing the social services programs under part A. The new regulations are designed primarily to hold down the cost growth of the program and to more clearly define goals and the types of services eligible for Federal matching.

For example, the new regulations note that Federal financial participation is available only for services which may lead to either self-support (i.e., achievement of a feasible level of employment and economic self-sufficiency) or self-sufficiency (i.e., achievement of personal independence and self-determination). The regulations also specify that such services must be evaluated at least once every 6 months to insure their effectiveness.

These regulations therefore should provide a basis for achieving better program accountability. They should also make it easier for HEW regional and State officials to interpret and clarify the types of social services eligible for Federal matching. Although the regulations provide that the States are responsible for monitoring and evaluating the services program, they do not provide any guidance on how States are to do so or what Federal sanctions, if any, might be applied if States do not do so.

STATE ADMINISTRATION

Because Federal requirements have been very broad and somewhat vague, States have not achieved effective program accountability or closely monitored local operations. Neither Federal regulations nor State plans have contained specific criteria for measuring program performance. Generally, State plans were consistent with the broad language in HEW regulations.

For example, we compared California's State plan for services to families and children with applicable HEW regulations. The section headings in both documents were identical, and for the most part, the broad language in the Federal regulations was restated in the State plan.

State plans are often general because HEW regulations do not provide specific criteria for States to use in formulating their plans. For example, HEW's regulations (45 CFR part 220.9) in effect during our review required State plans to provide that:

> "* * * (a) There must be progress in achieving organizational patterns and simplified administrative procedures that assure effective delivery and utilization of services. (b) The State plan must also provide for continued assessment and necessary adaptations to achieve this requirement."

State social services officials indicated that their primary concern is to try to meet the day-to-day social service needs of the recipients and to keep the system functioning in light of increasing caseloads. States provide local welfare officials with program instructions and regulations through service manuals. The States usually rely on field representatives to insure that the programs are properly implemented at the local level. Generally, these representatives provide guidance or assistance to local officials on an as-needed basis and do not monitor local programs.

Program evaluations prepared by Maryland social services staff, for example, appeared to be fairly complete regarding specific services provided. The evaluations assessed compliance with State regulations but did not determine the effect of services on recipients.

State and local reporting systems are designed basically to meet States' needs for information to prepare quarterly reports required by HEW. Information on the number and types of services delivered is provided, not on the effectiveness of the services. For example, California's quarterly reports to HEW show the number of caseworker-years used, the number of services provided, and the cost of the services program. The reports, however, do not show the results of the services in terms of the number of recipients who achieved self-support or reduced dependency.

Kentucky has no requirements for measuring or reporting on the effectiveness of services. State officials informed us, however, that they had established a system of evaluating the services program on the basis of needed services. If a recipient needs a specific service and receives it, the service is presumed to have been effective. Attempts are not made to measure the effectiveness of services on the basis of results.

LOCAL ADMINISTRATION

Local administrators, quite correctly, are primarily concerned with providing services to recipients. Local officials informed us, however, that it has been difficult to implement the services program effectively because State service goals were not specific and were unrealistic considering the resources provided to the local welfare departments. They said that a management reporting system which effectively measured whether goals had been achieved would assist them in providing effective services. Comments from local welfare officials follow.

--Orleans Parish officials believe that an evaluation of the effectiveness of their services program is needed to better manage local resources. They attributed the absence of an evaluation to the lack of a management information system for measuring and reporting on program results. Verbal reports from program supervisors are their only information on results.

--Local officials in Oakland favored a reporting system which would provide a basis for measuring results of the services. They told us that the Alameda County Welfare Department is currently incorporating a basis for measuring results into a reporting system scheduled to be implemented in February 1973.

--Denver welfare officials are convinced that a system to provide data for measuring the effectiveness of services is essential. Therefore, they have tried to obtain approval from Colorado to implement the inventory approach.

Colorado recently reviewed its reporting system to determine whether it should be retained, modified, or discontinued. The report on this review emphasized the need for more meaningful management information.

> "There is no doubt about the need to modify the * * * reporting system. HEW federal regulations are of themselves, expected to require substantial revisions. In addition, we feel that modification is necessary to make the service areas and activities reported more meaningful. * * * And most importantly the counties, the people who actually provide the services, need meaningful management information to better run their programs." (Underscoring supplied.)

EFFECT OF ADMINISTRATIVE PHILOSOPHY ON CASEWORKERS' ACTIONS

How has the administrative philosophy of the services program affected caseworkers? We interviewed caseworkers, some of whom had worked with the AFDC cases in our random samples, to obtain a consensus about the administration of the program. The number of caseworkers we interviewed in each location is shown below.

Location	Number of caseworkers interviewed
Baltimore	20
Denver	35
Louisville	25
New Orleans	42
Oakland	42
Total	164

Caseworkers had varied opinions concerning the services program, as follows:

--Program objectives are not clear.

--Emphasis has been placed on providing maintenance services to recipients.

--Supervision, guidance, and training of caseworkers has been inadequate.

--Communication between local welfare agency management and caseworkers has been insufficient.

--The caseworkers' role has not been clearly defined.

The caseworkers' understanding of the objectives of the program determine the types of services they proposed to provide. Within general statutory constraints, each caseworker, in effect, is a separate welfare system. A recipient with the same problems or needs may be treated

differently by two caseworkers. The benefits the recipient receives from social services depends, in very large part, on the motivation of the caseworker and her own interpretation of her role. The extent to which many recipients benefit from services therefore depends on the caseworkers' actions, not on statutory or regulatory requirements.

In Louisville caseworkers were unclear about the program objectives as established by Kentucky. Some thought State objectives were to get people off welfare; some thought the objectives were to assist with recipients' daily needs; and others believed there were no objectives or they were unaware of the objectives. Although opinions on objectives differed, most caseworkers agreed that, whatever they were, they either were not being met or were being met only to a limited extent.

Although one of the major objectives of Louisiana's services program is the personal and economic independence of recipients, most caseworkers told us their personal objective was to provide recipients with maintenance services. They recommended that

--each worker's caseload be decreased,

--goals, policies, and the workers' role be defined more clearly, and

--supervisors become more involved with recipients so they will be able to relate better to the caseworkers.

An Alameda County (Oakland) official said the mission of the caseworkers had never been defined. Some workers see their role as a therapist; others, as a force trying to get people to work; and still others, as the protector of the welfare recipient against the evils of society. They interact with recipients according to these perceptions. Caseworkers interviewed listed 13 different objectives of the program; most believed they should provide maintenance services primarily to solve recipients' specific problems. They said that, since the welfare department expected them to close a minimum of 20 cases a month, they could not effectively solve long-term problems.

Caseworkers in Denver believed they had a useful role but were confused about what it should be. Most caseworkers viewed their role, however, as helping recipients to improve their lives. Although they believed they needed to account for their actions--not just for the number of people they dealt with--they did not believe any system in operation could provide such accountability.

CONCLUSIONS

Leadership at the Federal level has not been aggressive, and program accountability has not been emphasized. The administration of the services program at all levels needs strengthening.

Although various State or local officials have proposed innovations for improving the delivery of services, States have to be concerned primarily with meeting Federal requirements so they can receive Federal matching funds. As long as their State plans meet Federal requirements, they continue to receive Federal reimbursement for their services program. The Federal Government has provided no effective incentive for States or local governments to experiment with various approaches for allocating service resources or for developing new systems to provide data on the impact of services.

For example, HEW and Colorado have been aware of Denver's work on the inventory approach for at least 6 years. HEW, however, has not encouraged Denver to continue developing the approach or Colorado to provide support to Denver. The State has to be more concerned with meeting Federal reporting requirements so it can receive Federal funds than with Denver's implementing the inventory approach countywide. Since we initiated our review, however, both HEW and Colorado have shown renewed interest in the work done in Denver.

Unless all levels of government provide more effective leadership, caseworkers will probably continue to relate to recipients in terms of their perceived goals of the services program, which may not always be consistent with the program goals of the various levels of government administering the program.

CHAPTER 9

ARE THERE BARRIERS INHIBITING THE EFFECTIVENESS OF SERVICES?

Certain barriers which cannot be influenced by social services or local welfare agencies greatly affect whether AFDC recipients achieve reduced dependency or self-support. The effectiveness of services therefore varies depending on the extent to which these barriers exist.

Welfare officials emphasized to us their belief that the following barriers limit the effectiveness of services.

--Limited employment opportunities.

--Limited training resources to which AFDC recipients can be referred.

--Priorities in the WIN program.

--Increasing caseloads and their impact on caseworker effectiveness.

--Shortage of child care opportunities in low-income areas.

This chapter discusses these barriers. However, other barriers, such as inadequate educational systems, poor health facilities, or substandard housing, might also affect the ability of recipients to achieve self-support.

LIMITED AVAILABILITY OF JOBS

The lack of employment opportunities in most locations we reviewed has limited the effectiveness of social services in helping recipients to obtain employment. Unemployment rates have been high. Services which are directed to making a person job ready can have only a limited impact on helping recipients become self-sufficient if jobs are not available.

A report by the Institute for Interdisciplinary Studies (see p. 56) states that it is obvious that the labor market unemployment rates, vacancy rates, and the rate of labor

turnover are all involved in determining the probability of welfare recipients' finding jobs.

The report notes that nationwide data on AFDC mothers in 1967 indicated the four most common occupational categories were service workers (including private household workers), unskilled laborers, clerical and sales workers, and what HEW refers to as "operatives" (sewers, textiles workers, packers, wrappers, and similar semiskilled and skilled workers).[1] The report indicates that, although the general unemployment rate should be recognized as a barrier, the limited jobs for which most welfare recipients could qualify is an even more critical barrier.

Welfare and employment officials we interviewed substantiated the severity of the unemployment problem and other economic factors affecting the services program.

Baltimore

Unemployment rates have averaged 7 percent or higher since January 1971. From January through July 1972, Baltimore experienced a 7.8-percent unemployment rate compared with a national average of 5.7 percent. The average number of unemployed persons increased from about 29,000 during 1971 to about 32,000 during the first 7 months of 1972.

The employment service reported that job openings ranged from 4,273 in January 1971 to 6,521 in August 1972. The major classifications of available jobs were clerical, professional (technical or managerial), services (excluding private domestics), sales, and related manufacturing and construction work. Manpower officials responsible for dealing with unemployment problems told us that more than two-thirds of the job openings under these classifications required particular skills or handicrafts, professional training or education, or manual labor. Most AFDC recipients in our sample cannot qualify for these types of jobs because they are women, have minimum work experience, and lack the necessary training or education.

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[1]HEW intends to gather similar information during its 1973 study of AFDC recipients' characteristics.

New Orleans

Since August 1970 the Department of Labor has considered New Orleans to be an area of substantial unemployment because the average unemployment rate has exceeded 6 percent. The area's average unemployment rate has exceeded the national average since 1967.

According to a February 1972 study by the Louisiana State Department of Employment Security, welfare recipients have probably been more seriously affected by the high unemployment in the area because it is particularly difficult to find employment for the disadvantaged when people not normally considered to be disadvantaged have difficulty finding work. A September 1972 study by the same department listed hard-to-place applicants as high school dropouts and people with inappropriate training who seek employment as domestic workers and nurse's aides. Since many AFDC recipients have limited training, education, and job experience, they are among the hard-to-place job seekers.

Employment opportunities are limited in the occupations for which AFDC recipients would likely qualify. Many such positions are temporary and offer little prospect for recipients to achieve any long-term reduced dependency. Employment service personnel responsible for the occupations which require some experience or training (nurse's aides, maids, and waitresses) stated that the number of jobs was generally far less than the number of applicants registered. Further, most female recipients could usually seek work only as temporary or full-time maids because of their inexperience and lack of education for other jobs. There are more applicants than available jobs for temporary maids. Although there are more jobs available than applicants for full-time maids, the jobs remain unfilled because of unattractive salaries, inconvenient working hours, job locations, and undesirable work tasks. Unless the general economic situation improves rapidly, the prospects for a significant increase in job opportunities for AFDC recipients in the New Orleans area do not appear favorable.

Oakland

Employment opportunities available to AFDC recipients in the Oakland area have been limited. Since the mid 1960s,

the Department of Labor has classified Oakland as an area of persistent unemployment; i.e., unemployment during the most recent calendar year has averaged 6 percent or more of the workforce, and the rate has exceeded the national rate for some time. The unemployment rate for Oakland has been at least 75 percent above the national average each year from 1968 through 1971. It is reasonable to assume that this high rate of unemployment has limited job opportunities for welfare recipients.

The California Department of Human Resources Development commented on the impact of economic conditions on employment in a February 1972 report on its manpower programs. The report stated:

> "In prosperous times unemployment tends to be concentrated in the lower part of the work skills range. Most of the jobless normally are new labor force entrants, 'hardcore' unemployed who lack skills and persons temporarily out of work while moving from one job to another. * * *
>
> "In the economic downturn of 1970-71, new groups of jobless persons appeared * * * Highly skilled production workers and construction craftsmen, white collar workers and professionals all found their way into the ranks of the jobless in considerable numbers."

The increased unemployment has made the competition for available jobs more difficult, especially for the disadvantaged.

The population of the ethnic minorities in Oakland has increased steadily. According to the report cited above, ethnic minorities are most subject to unemployment. The following table shows, by ethnic group, the percent of the Oakland population and the corresponding unemployment rate in April 1970.

Ethnic group	Percent of population	Unemployment rate (percent)
White	49.4	5.4
Black	34.5	11.7
Spanish American	9.8	9.0
Other	6.3	4.9
Total	100.0	[a]7.9

[a]Overall unemployment rate for Oakland.

The above table shows that about one-half of the population is nonwhite with an unemployment rate of 10.3 percent, almost twice as high as that of the white population. About 90 percent of our open-case sample in Oakland consisted of nonwhites.

Welfare officials told us that most of the AFDC recipients had minimal education and little training or job experience, which made it very difficult for them to compete in Oakland's limited labor market. Also, the WIN program manager stated that the wages paid for jobs available to most welfare recipients are not sufficient for recipients to become self-supporting.

LIMITED TRAINING OPPORTUNITIES

Employment training opportunities for AFDC recipients are limited. Without sufficient training programs, many AFDC recipients with potential for reduced dependency or self-support cannot obtain the training necessary to achieve that goal.

New Orleans

Opportunities to train AFDC recipients for employment in the New Orleans area are limited. Our analysis of the employment potential of recipients in our open-case sample indicated that an estimated 6,800 of 14,612 recipients in Orleans Parish have potential for employment. However, only 450 WIN slots are available to assist these recipients with training and education. During fiscal year 1972 only 750 persons participated in the WIN program.

The need for training among generally disadvantaged persons exceeds the supply. A March 1972 employment service inventory of manpower employment training programs indicated that there are 16 programs with about 12,000 training positions to assist the unemployed and underemployed. These programs are generally directed at disadvantaged persons. A February 1972 manpower report, however, indicated that about 78,300 poor persons, including approximately 67,000 disadvantaged, would need manpower services during fiscal year 1973.

Training programs other than WIN are needed to assist recipients in training for self-support. AFDC recipients must compete with the large number of other disadvantaged persons in the area for slots available in other than WIN training programs. It is significant to note that none of the 150 cases in our open-case sample, and only 2 of the 27 cases closed through employment in our closed sample, had participated in training programs other than WIN.

Oakland

Employment training opportunities for AFDC recipients in Oakland were also limited. An April 1972 State report on manpower training programs estimated that about 14,000 welfare recipients in Alameda County needed manpower services.

During our review only 1,050 WIN training slots and 333 slots in a locally funded training program were available in Alameda County to assist AFDC recipients with training and education. Welfare officials stated that the limited number of WIN slots is frustrating to recipients because they are put on waiting lists rather than enrolled immediately.

The April 1972 manpower report also estimated that 180,000 disadvantaged people needed manpower services in the county and recommended, for fiscal year 1973, 16,680 additional training slots to assist the unemployed and underemployed disadvantaged.

Because of the limited number of WIN slots and the priorities used to determine which recipients can participate in WIN, many people who might benefit from WIN are not being enrolled.

Prior to July 1, 1972, only AFDC fathers and youths (16 to 21 years old) were required to register for WIN services. If they refused to participate in WIN, they lost their welfare grants. AFDC mothers were allowed to volunteer for training; however, with only limited WIN slots available, most of the enrollees were males required to participate. The AFDC mothers for whom slots were not available were placed in a "deferred status," in which they might remain a few months to 3-1/2 years.

The director of the Alameda County Human Resources Agency believes young mothers are most likely to be motivated and possibly have the best potential for achieving self-support. He therefore believes that the 1971 social security amendments, which do not give top priority to such recipients because they are not required to register for WIN, will not provide a means for them to realize their potential by receiving WIN training as long as WIN slots are limited.

The WIN program director for Oakland stated that the mandatory WIN referrals (fathers and youths) were difficult to work with because they were often addicts, ex-convicts, or people with behavior problems. He said that, if the WIN program were voluntary, those who were most motivated would have a better opportunity to benefit.

EFFECT OF LARGE CASELOADS

One of the most frequent problems identified by caseworkers was the high caseloads which they believed affected their ability to provide services effectively.

According to welfare officials in Baltimore, substantial increases in workloads prevented them from providing adequate services to recipients. They said that, to do an adequate job, each caseworker should not have more than 35 cases. In 7 district service centers reviewed, the average caseload had increased from 60 in 1971 to about 75 in 1972. Large casesloads have required caseworkers to deal primarily with crisis-oriented maintenance services. Caseworkers generally have been unable to provide long-term services to solve problems, such as lack of self-confidence, which must be solved before recipients can become self-supporting.

In Louisville the average caseload for July 1972 was 151--approximately 127 percent of the average load for caseworkers in the State. Welfare officials told us that the large caseloads allow only for providing maintenance services to meet emergencies; caseworkers are not able to concentrate on developmental services that should help recipients attain self-support.

In New Orleans caseloads ranged from 250 to 143, with about 200 as average. When asked to recommend improvements for more effective delivery of services, 27 percent of the caseworkers interviewed suggested decreasing caseloads.

SHORTAGES OF DAY CARE

Welfare officials in three of the five locations told us that the lack of sufficient opportunities for day care prevents caseworkers from referring many recipients to employment or training. Many young mothers desire to complete their education or obtain additional training which might enable them to obtain a job but cannot because they have no one to care for their children.

Although statistics were not avialable in Baltimore concerning the number of children waiting to enter the day care program, we were told that about 670 families were on the waiting list as of July 1972.

The consensus of 21 of 23 caseworkers interviewed in Oakland was that a shortage of and need for child care centers existed. Welfare officials agreed that the problem was serious, and statistics confirm their belief. At the time of our fieldwork, Oakland had 17 day care centers able to accommodate 610 children. The city estimated that it needed 5 additional centers capable of accommodating 880 children if its day care needs were to be satisfied. Thus, only 610 of 1,490 children estimated to need day care in Oakland were receiving it.

Kentucky and Louisville welfare officials emphasized that available jobs and day care centers often are not located in neighborhoods convenient to recipients. Recipients must first deliver their children to a day care center, which may be located far from their neighborhoods, and then travel to their jobs, which may be located in another section of the city. The officials believe that this travel is costly and time consuming and may deter recipients from working full time or from enrolling full time in training programs.

CONCLUSIONS

The extent to which these barriers can be eliminated depends largely on economic conditions and on the amount of resources all levels of Government are willing to commit to alleviate the barriers. Social services cannot be fully effective as long as these barriers exist.

In previous chapters, we pointed out the need for improving the administration of the services program. Before the program can have a significantly greater impact on recipients two things must happen--administration of the program has to be improved and the barriers have to be removed or mitigated.

HEW is in a position to take the first step--improve the administration of the program. Without such initial action, removal of the barriers would not necessarily insure that the program would have a greater impact on recipients.

CHAPTER 10

OVERALL CONCLUSIONS AND RECOMMENDATIONS FOR IMPROVING THE SERVICES PROGRAM

Services have had only a limited direct impact on helping AFDC recipients reduce dependency and achieve self-support.

--Economic barriers have limited the impact of services.

--Social services have not been provided to all recipients.

--Not all recipients have potential to obtain employment.

--Most services have been maintenance services.

--The program has lacked strong Federal leadership.

The role of services could be improved if the program were administered more effectively. The benefits the Congress expected from the program have not been achieved, and given the present nature of the program, it is not likely that they can be achieved. The Congress has not received the information it needs to determine the impact of the program. One way to improve administration would be developing better data on program results to allow the Congress, the executive branch, and the public to determine the program's future role in the welfare system.

Stronger Federal leadership is needed if program accountability is to be realized. The 1971 social security amendments were designed to improve administration of WIN services under part C. Regulations issued on May 1, 1973, regarding services under part A should control cost growth. There should also be concern with determining the effect of services expenditures, not only with controlling the amount of expenditures. As Federal concern for program accountability increases, State and local governments should become more concerned about measuring the impact.

RECOMMENDATIONS TO THE SECRETARY OF HEW

We recommend that, to insure more effective allocation of social service resources, the Secretary of HEW:

--Start a number of demonstration projects using the inventory approach, or similar approaches, to assess the potential of all welfare recipients and to allocate service resources accordingly.

--Establish an appropriate time period for completing these projects and, at the end of this period, analyze the data to determine which approach would most effectively allocate resources. Two years would seem to be a sufficient period.

--Report to the Congress at the end of the test period on actions to be taken to improve the allocation of service resources as a result of the study.

--Develop by July 1974, with the Secretary of Labor, a system so certain characteristics of recipients--shown in this report to be indicative of high potential to achieve self-support or reduced dependency (see pp. 56 to 58)--serve as the basis for determining which recipients registered under the 1971 amendments will be given priority in receiving WIN services. Among the characteristics which should be used are time on welfare, educational level attained, and previous employment experience.

The time period in this recommendation takes into account that most of the cities in our review did not begin implementing the 1971 amendments until late 1972. We believe that by July 1974 problems with implementing the new requirements should be resolved and improvements in the program's administration could be effectively implemented.

--Disseminate, with the Secretary of Labor, copies of this report to State and local welfare and manpower training agencies so that they will be aware that better allocation of service resources is needed and feasible. This will allow them to begin exploring ways to improve their programs.

To improve program accountability for services provided under part A, the Secretary of HEW should:

--Develop and implement a system to obtain nationwide data on the impact of services for use in considering program and financial strategies.

RECOMMENDATIONS TO THE CONGRESS

Recognizing that 41 percent of the open cases in our sample had potential for employment, the Congress should consider whether the number of AFDC recipients reported by us to have been directly helped by social services to achieve self-support or reduced dependency--4.5 percent for recipients no longer needing AFDC and 2 percent for those still receiving it--is acceptable.

Although the Congress requires executive departments to report the effect of services, the departments have primarily reported the number of services provided and the number of recipients in the program. It would be appropriate for the Congress to reemphasize its desire to have information on results.

HEW's new regulations on the social services program administered under part A better define the program goals, but they do not specify any criteria for determining whether those goals are achieved. Neither are there specific criteria for measuring the effectiveness of services provided under part C. Therefore, the Congress should direct HEW and Labor to develop criteria for measuring the effectiveness of social services, with a goal of incorporating such criteria in Federal regulations.

AGENCY COMMENTS AND ACTIONS

HEW advised us by letter dated May 22, 1973, that it agreed with our recommendations to improve the administration of the services program and is going to begin to implement them. (See app. XI.)

HEW agreed that a systematic assessment of employment potential among present and potential recipients is needed and, therefore, agreed to begin to demonstrate the usefulness of such an approach. It also agreed that a 2-year assessment

period for such efforts appears reasonable at this time and said that it will report to the Congress on techniques to be used to insure appropriate allocation of services resources at the end of the test period.

However, HEW's response to the recommendation that demonstration projects be started was fairly general and did not provide an adequate basis for following up on the extent to which HEW implements the recommendation. To fully assess HEW's efforts, we should know what approaches are going to be tested, where the tests will occur, and the scope of such tests.

HEW agreed to collect, with Labor, information on the characteristics of registrants for, and participants in, WIN to objectively determine which recipients should be given priority for services. HEW agreed that this information could be used by July 1974.

HEW agreed that this report would be useful to State and local welfare and manpower training agencies and will, with the concurrence of Labor, distribute it to them.

HEW stated that it has been developing information systems that will permit more effective management and monitoring of the services program and that they will be installed as soon as possible.

Although HEW agreed with our recommendations, it commented that "there is no statistical assurance that the samples from the five cities are representative of the country as a whole" and that it therefore may not be appropriate to draw an unqualified conclusion that social services are having only a minor impact on helping recipients achieve self-support or reduced dependency.

We did not state that the samples from the five cities were representative of the country as a whole. However, the fact that our random samples from the AFDC caseloads in each of the five cities yielded similar findings regarding the direct impact of services and the way service resources are allocated strongly suggests the existence of similar trends elsewhere.

HEW did not cite any biasing characteristics, other than size, to indicate that the AFDC populations in the five cities

are not similar to the AFDC populations in other cities and did not explain why such populations in the largest cites should be different from AFDC populations in the five cities we reviewed.

The primary comments we received from the States were that the goal of getting people off welfare is only one of several goals the Congress established for social services and that any assessment of the total impact of the program should recognize the other goals. We previously noted that there are other goals, such as strengthening family life, and that the benefits from services designed to help recipients realize such goals are necessary if recipients are to ultimately benefit from developmental services. We also pointed out that we did not evaluate services in terms of those goals. The States generally did not disagree with our findings regarding the direct impact of services on helping recipients achieve self-support or reduced dependency.

GAO'S APPROACH TO THE STATISTICAL ANALYSIS OF SOCIAL SERVICES PROGRAM DATA

We used statistical analysis techniques to supplement our fieldwork. Our approach to the statistical analysis of program data is described below.

SAMPLE SELECTION AND DATA COLLECTION

We selected samples of 150 open and 150 closed cases in each of 5 locations, using as our universe AFDC payroll records supplied by local welfare officials. Sample cases were selected randomly using random number tables.

We then collected data on recipients in our samples. The data included selected recipient characteristics and other AFDC program information.

PURPOSE OF ANALYSIS

Our analysis was intended to provide statistical support for conclusions based on our empirical findings and to confirm or contradict conclusions rather than to serve as the sole basis for these conclusions.

SCOPE OF ANALYSIS

Our analysis centered on:

--The association between the receipt of developmental services and case status--either open or closed because of employment. We hypothesized that the receipt of developmental services should be more strongly associated with cases closed through employment than with open cases.

--The association between the receipt of developmental services and reduced dependency, including reduced dependency through employment. We hypothesized that developmental services should be strongly associated with reduced dependency and reduced dependency through employment.

--The association between recipients' potential for self-support and the inventory scores we obtained using the inventory approach. We hypothesized that a strong association should exist between cases assessed to have potential and lower inventory scores.

--The identification of recipient characteristics which could improve the predictive quality of the inventory approach. We compared selected characteristics of recipients in an open-case status with characteristics of recipients whose cases were closed through employment.

VARIABLES ANALYZED AS DEPENDENT

Our analysis focused primarily on four dependent variables.

--Reduced dependency.

--Reduced dependency through employment.

--Case status--either open or closed through employment.

--Receipt of developmental services.

VARIABLES ANALYZED AS INDEPENDENT

We collected additional characteristics--such as age, employment interest, job status, and job experience--of recipients whose cases were either open or closed through employment. These characteristics, as well as the receipt of developmental services, were used as independent variables. Some of our analyses were undertaken to determine the association between independent and dependent variables.

STATISTICAL TESTS USED

Our analysis used three statistical tests: the chi-square test of independence, the chi-square test of homogeneity, and the t-test.

Chi-square tests of independence and homogeneity

The purposes of our chi-square test of independence were to establish whether there is an association (dependency relationship) between the variables we tested and to determine the strengths of identified associations.

For example, in the table below we can see that those who received developmental services did proportionately better, in terms of reduced dependency through employment, than those who did not.

Did recipient receive developmental services?	Did recipient reduce his dependency through employment? Yes	No	Total
Yes	14	62	76
No	-	49	49
Total	14	111	125

But is the difference in proportions significant or is it merely the result of chance variations for our sample selection? How sure can we be that the difference is not a product of chance? The chi-square test of independence can be used to answer such questions.

Using a chi-square statistic and a chi-square table, we determined the significance of the association between the variables tested and a confidence level which represents the probability that the association was not a product of chance related to our sample selection.

We used the chi-square test of homogeneity when we compared characteristics of recipients in two independent random samples. This contrasts with the test of independence in that the data for the test of independence came from only one random sample. The purpose of our chi-square test of homogeneity was to determine whether or not the two independent random samples could have come from the same population.

Using a chi-square statistic and a chi-square table, we determined, within confidence limits, whether the two samples came from the same population or from two populations differing with regard to the variable tested.

APPENDIX I

We interpreted the confidence levels obtained with the chi-square tests of independence and homogeneity using the following definitions.

Confidence that observed association is not a product of chance	Definition of association
95 percent or greater	Highly significant
90 to 94 percent	Significant
80 to 89 percent	Borderline significant
Less than 80 percent	Insignificant

Our chi-square tests of independence and homogeneity were made for discrete variables and continuous variables expressed in terms of ranges--for example, age expressed as 30 or less, 31 to 40, and greater than 40.

When we were testing continuous variables, we used an additional test which focused on the comparison of means between two groups; i.e., the comparison of the mean number of children of recipients whose cases were open and the mean number of children of recipients whose cases were closed through employment. This test is the t-test discussed below.

T-test

The purpose of our t-test was to determine if statistically significant differences existed between the means of specific variables for open cases and cases closed through employment.

We used the t-test to test the hypothesis that two population means--such as time on welfare for open cases and for cases closed through employment--are equal; that is, to determine whether or not there is any real difference between the mean length of time on welfare for open cases and for cases closed through employment.

Using a t-statistic and the Table of Student's Distribution, we determined the significance of the difference between the sample means and a confidence level which represents the probability that the difference was not a product of chance related to our sample selection.

We interpreted the t-test confidence levels using the set of definitions included in the table on page 88.

On the basis of the t-test results, we either accepted the hypotheses that the means are equal or rejected the hypothesis in favor of the alternative hypothesis that the means differ significantly.

COMPUTERIZED STATISTICAL PROGRAMS USED IN THE ANALYSIS

We used three computerized statistical analysis programs: the contingency table analysis program, the chi-square program, and the t-test program.

Contingency table analysis program

This program was developed by the Health Sciences Computing Facility of the University of California, Los Angeles. It was modified by the Data Processing Section, National Center for Social Statistics, HEW. We obtained the program from HEW and used it to cross-tabulate and analyze data collected during our review. Computer work using this program was done on the Infonet System of Computer Science Corporation.

Chi-square and t-test programs

The chi-square and t-test programs are part of a Leasco Response Incorporated statistical package called Response I - Basic, Public Library of Statistical Programs. We used the programs to compute chi-square values and t values considered necessary to supplement our analysis using the contingency table analysis program.

Computer work using these programs was done on the Leasco Response I, Basic System.

APPENDIX II

ANALYSIS OF THE ASSOCIATION BETWEEN THE RECEIPT OF DEVELOPMENTAL SERVICES AND CASE STATUS--EITHER OPEN OR CLOSED THROUGH EMPLOYMENT

Denver

Did recipient receive developmental service?	Case status: Open	Case status: Closed through employment	Total
Yes	76	26	102
No	49	13	62
Total	125	39	164

Significance of association: insignificant

Degrees of freedom: 1
Chi-square value : .43512
Confidence level : .30-.50

Louisville

Did recipient receive developmental service?	Case status: Open	Case status: Closed through employment	Total
Yes	57	6	63
No	79	14	93
Total	136	20	156

Significance of association: insignificant

Degrees of freedom: 1
Chi-square value : 1.0276
Confidence level : .50-.70

New Orleans

Did recipient receive developmental service?	Case status: Open	Case status: Closed through employment	Total
Yes	62	11	73
No	82	13	95
Total	144	24	168

Significance of association: insignificant

Degrees of freedom: 1
Chi-square value : .06460
Confidence level : .20-.30

Oakland

Did recipient receive developmental service?	Case status: Open	Case status: Closed through employment	Total
Yes	56	15	71
No	77	25	102
Total	133	40	173

Significance of association: insignificant

Degrees of freedom: 1
Chi-square value : .26953
Confidence level : .30-.50

APPENDIX III

ANALYSIS OF THE ASSOCIATION BETWEEN

THE RECEIPT OF DEVELOPMENTAL SERVICES

AND REDUCED DEPENDENCY--ALL REASONS

Denver

Did recipient receive developmental service?	Did recipient reduce dependency? Yes	No	Total
Yes	25	51	76
No	11	38	49
Total	36	89	125

Significance of association: insignificant

Degrees of freedom: 1
Chi-square value : 1.58528
Confidence level : .70-.80

Louisville

Did recipient receive developmental service?	Did recipient reduce dependency? Yes	No	Total
Yes	8	49	57
No	15	64	79
Total	23	113	136

Significance of association: insignificant

Degrees of freedom: 1
Chi-square value : .577884
Confidence level : .50-.70

APPENDIX III

New Orleans

Did recipient receive developmental service?	Did recipient reduce dependency? Yes	No	Total
Yes	7	55	62
No	25	57	82
Total	32	112	144

Significance of association: highly significant. The table shows a strong association between reduced dependency and no receipt of developmental services.

Degrees of freedom: 1
Chi-square value : 7.52816
Confidence level : .99+

Oakland

Did recipient receive developmental service?	Did recipient reduce dependency? Yes	No	Total
Yes	17	39	56
No	21	56	77
Total	38	95	133

Significance of association: insignificant

Degrees of freedom: 1
Chi-square value : .151136
Confidence level : .30-.50

APPENDIX IV

ANALYSIS OF THE ASSOCIATION BETWEEN

THE DEGREE OF DEVELOPMENTAL SERVICE RECEIVED

AND REDUCED DEPENDENCY--ALL REASONS (note a)

Denver

Degree of developmental service provided	Did recipient reduce dependency? Yes	No	Total
Participation	17	25	42
Referral	5	13	18
Discussion	3	13	16
Total	25	51	76

Significance of association: insignificant

Degrees of freedom: 2
Chi-square value : 2.75734
Confidence level : .70-.80

Louisville

Degree of developmental service provided	Did recipient reduce dependency? Yes	No	Total
Participation	5	27	32
Referral	1	17	18
Discussion	2	5	7
Total	8	49	57

Significance of association: insignificant

Degrees of freedom: 2
Chi-square value : 2.3657
Confidence level : .50-.70

[a]Participation--service included enrollment or participation in a service.

Referral--service was a referral of the recipient to service outside the welfare department.

Discussion--service was a discussion with caseworker about the availability of service.

New Orleans

Degree of developmental service provided	Did recipient reduce dependency? Yes	No	Total
Participation	5	29	34
Referral	3	18	21
Discussion	-	7	7
Total	8	54	62

Significance of association: insignificant

Degrees of freedom: 2
Chi-square value : 1.17106
Confidence level : .30-.50

Oakland

Degree of developmental service provided	Did recipient reduce dependency? Yes	No	Total
Participation	4	18	22
Referral	7	6	13
Discussion	6	13	19
Total	17	37	54

Significance of association: significant. Those who participated did not do as well as those who received referral or discussion services.

Degrees of freedom: 2
Chi-square value : 4.81853
Confidence level : .90-.95

APPENDIX V

ANALYSIS OF THE ASSOCIATION BETWEEN THE INVENTORY (PROFILE) SCORE AND THE ASSESSED POTENTIAL OF RECIPIENTS

Denver

Inventory score	Was recipient assessed to have potential for self-support?		
	Yes	No	Total
0 to 30	49	3	52
31 to 40	16	10	26
Over 40	6	16	22
Total	71	29	100

Significance of association: highly significant

Degrees of freedom: 2
Chi-square value : 35.1899
Confidence level : .99+

Louisville

Inventory score	Was recipient assessed to have potential for self-support?		
	Yes	No	Total
0 to 30	42	7	49
31 to 40	13	16	29
Over 40	2	14	16
Total	57	37	94

Significance of association: highly significant

Degrees of freedom: 2
Chi-square value : 31.480
Confidence level : .99+

New Orleans

Inventory score	Was recipient assessed to have potential for self-support?		
	Yes	No	Total
0 to 30	36	3	39
31 to 40	25	23	48
Over 40	9	23	32
Total	70	49	119

Significance of association: highly significant

Degrees of freedom: 2
Chi-square value : 31.4035
Confidence level : .99+

Oakland

Inventory score	Was recipient assessed to have potential for self-support?		
	Yes	No	Total
0 to 30	35	5	40
31 to 40	11	25	36
Over 40	2	12	14
Total	48	42	90

Significance of association: highly significant

Degrees of freedom: 2
Chi-square value : 34.8422
Confidence level : .99+

APPENDIX VI

ANALYSIS OF THE ASSOCIATION BETWEEN THE RECEIPT OF DEVELOPMENTAL SERVICES AND REDUCED DEPENDENCY THROUGH EMPLOYMENT

Denver

Did recipient receive developmental service?	Did recipient reduce dependency through employment?		
	Yes	No	Total
Yes	14	62	76
No	-	49	49
Total	14	111	125

Significance of association: highly significant

Degrees of freedom: 1
Chi-square value : 10.1648
Confidence level : .99+

Louisville

Did recipient receive developmental service?	Did recipient reduce dependency through employment?		
	Yes	No	Total
Yes	6	51	57
No	5	74	79
Total	11	125	136

Significance of association: insignificant

Degrees of freedom: 1
Chi-square value : .784617
Confidence level : .50-.70

New Orleans

Did recipient receive developmental service?	Did recipient reduce dependency through employment?		
	Yes	No	Total
Yes	3	59	62
No	10	72	82
Total	13	131	144

Significance of association: borderline significant. Those who did not receive developmental services did better than those who did.

Degrees of freedom: 1
Chi-square value : 2.32641
Confidence level : .80-.90

Oakland

Did recipient receive developmental service?	Did recipient reduce dependency through employment?		
	Yes	No	Total
Yes	10	46	56
No	12	65	77
Total	22	111	133

Significance of association: insignificant

Degrees of freedom: 1
Chi-square value : .121305
Confidence level : .20-.30

APPENDIX VII

ANALYSIS OF THE ASSOCIATION BETWEEN THE

RECEIPT OF DEVELOPMENTAL SERVICES

AND SELECTED RECIPIENT CHARACTERISTICS

Characteristics tested	Denver		Louisville		New Orleans		Oakland	
	Association (note a)	Confidence level (note b)	Association	Confidence level	Association	Confidence level	Association	Confidence level
Age	H/S	.99+	H/S	.99+	H/S	.99+	I	.30 - .50
Sex	I	.70 - .80	(c)	(c)	(c)	(c)	H/S	.95 - .98
Race	I	.50 - .70	I	.50 - .70	B/L	.80 - .90	I	.70 - .80
Education	H/S	.99+	H/S	.99+	H/S	.99+	I	.10 - .20
Profile score	I	.70 - .80	I	.20 - .30	H/S	.99+	I	.50 - .70
Physical condition	I	.50 - .70	H/S	.99+	H/S	.99+	I	.20 - .30
Mental condition	I	.30 - .50	I	.70 - .80	H/S	.99+	I	.05 - .10
Employment interest	H/S	.99+	H/S	.99+	H/S	.95 - .98	H/S	.99+
Employment status	H/S	.95 - .98	I	.10 - .20	I	.10 - .20	I	.20 - .30
Job experience	H/S	.99+	I	.05 - .10	I	.20 - .30	I	.50 - .70
Number of children	H/S	.99+	I	.30 - .50	I	.50 - .70	I	.10 - .20
Time on welfare	H/S	.99+	B/L	.80 - .90	H/S	.95 - .98	I	.30 - .50

[a]H/S--highly significant.
S--significant.
B/L--borderline significant.
I--insignificant.

[b]Confidence levels, determined using a chi-square table, indicate the probability that the association found is not a product of chance related to sample selection.

[c]Insufficient males in sample.

APPENDIX VII

ANALYSIS OF THE ASSOCIATION BETWEEN REDUCED DEPENDENCY THROUGH EMPLOYMENT AND SELECTED RECIPIENT CHARACTERISTICS

Characteristics tested	Denver		Louisville		New Orleans		Oakland	
	Association (note a)	Confidence level (note b)	Association	Confidence level	Association	Confidence level	Association	Confidence level
Age	I	.70 - .80	I	.01 - .02	I	.30 - .50	I	.30 - .50
Sex	I	.30 - .50	(c)	(c)	(c)	(c)	I	.05 - .10
Race	B/L	.80 - .90	I	.50 - .70	I	.50 - .70	I	.05 - .10
Education	I	.70 - .80	H/S	.99+	H/S	.95 - .98	I	.20 - .30
Profile score	I	.50 - .70	I	.70 - .80	I	.50 - .70	H/S	.98 - .99
Physical condition	I	.30 - .50	I	.50 - .70	I	.50 - .70	I	.30 - .50
Mental Condition	I	.70 - .80	B/L	.80 - .90	I	.50 - .70	I	.02 - .05
Employment interest	H/S	.95 - .98	H/S	.95 - .98	H/S	.99+	I	.50 - .70
Employment status	H/S	.99+	H/S	.99+	H/S	.99+	H/S	.99+
Job experience	H/S	.99+	I	.50 - .70	H/S	.99+	H/S	.99+
Number of Children	I	.50 - .70	I	.50 - .70	B/L	.80 - .90	I	.20 - .30
Time on Welfare	S	.90 - .95	I	.05 - .10	B/L	.80 - .90	I	.02 - .05

[a] H/S--highly significant.
S --significant.
B/L--borderline significant
I --insignificant.

[b] Confidence levels, determined using a chi-square table, indicate the probability that the association found is not a product of chance related to sample selection.

[c] Insufficient males in sample.

APPENDIX VIII

ANALYSIS OF DIFFERENCES IN RECIPIENT CHARACTERISTICS

A COMPARISON OF OPEN AND

CLOSED-THROUGH-EMPLOYMENT CASES

(CHI-SQUARE TEST)

Characteristics compared	Baltimore		Denver		Louisville		New Orleans		Oakland	
	Difference (note a)	Confidence level (note b)	Difference	Confidence level	Difference	Confidence level	Difference	Confidence level	Difference	Confidence level
Age	I	.01 - .02	I	.30 - .50	H/S	.99+	I	.70 - .80	I	.10 - .20
Sex	H/S	.99+	H/S	.99+	H/S	.99+	(c)	(c)	H/S	.99+
Race	I	.30 - .50	H/S	.95 - .98	H/S	.99+	I	.50 - .70	H/S	.99+
Education	B/L	.80 - .90	B/L	.80 - .90	I	.30 - .50	H/S	.99+	H/S	.99+
Number of children	I	.70 - .80	I	.50 - .70	I	.30 - .50	B/L	.80 - .90	I	.50 - .70
Number of children under 6 years old	I	.70 - .80	B/L	.80 - .90	H/S	.95 - .98	B/L	.80 - .90	I	.01 - .02
Time on welfare	H/S	.99+	H/S	.99+	H/S	.99+	H/S	.99+	H/S	.99+

[a] H/S--highly significant.
S--significant.
B/L--borderline significant.
I--insignificant.

[b] Confidence levels, determined using a chi-square table, indicate the probability that the difference found is not a product of chance related to sample selection.

[c] Insufficient males in samples.

APPENDIX VIII

ANALYSIS OF DIFFERENCES IN RECIPIENT CHARACTERISTICS

A COMPARISON OF OPEN AND CLOSED-THROUGH-EMPLOYMENT CASES

(t-TEST)

Characteristic compared	Baltimore		Denver		Louisville		New Orleans		Oakland	
	Difference (note a)	Confidence levels (note b)	Difference	Confidence levels	Difference	Confidence levels	Difference	Confidence levels	Difference	Confidence levels
Age	I	.20 - .30	I	.20 - .30	I	.40 - .50	B/L	.80 - .90	I	.30 - .40
Number of children	B/L	.80 - .90	B/L	.80 - .90	I	.00 - .10	H/S	.99+	H/S	.95 - .98
Number of children under 6 years old	H/S	.95 - .98	I	.60 - .70	H/S	.99+	B/L	.80 - .90	I	.30 - .40
Time on welfare	H/S	.99+	H/S	.99+	H/S	.99+	H/S	.99+	H/S	.99+

[a]H/S--highly significant.
S --significant.
B/L--borderline significant.
I --insignificant.

[b]Confidence levels, determined using a table for t-test of significance between two sample means, indicate the probability that the difference found is not a product of chance related to sample selection.

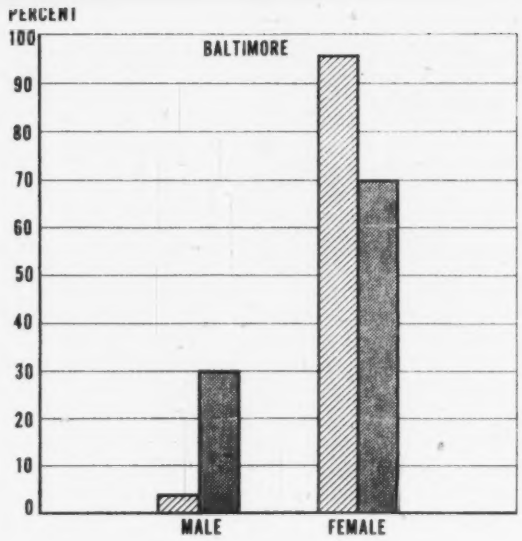
APPENDIX IX

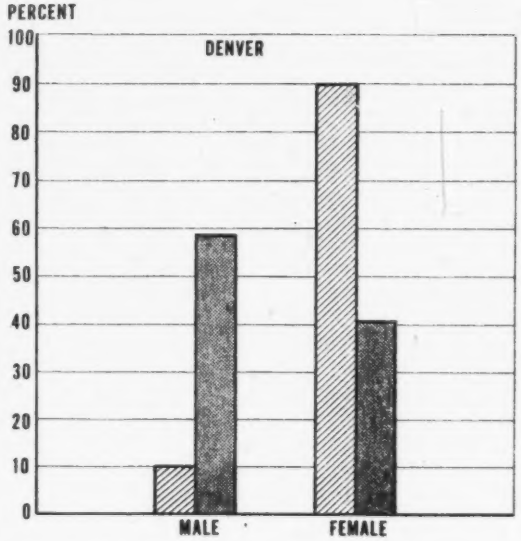
CHARTS OF CHARACTERISTICS OF AFDC RECIPIENTS INCLUDED IN GAO'S SAMPLES

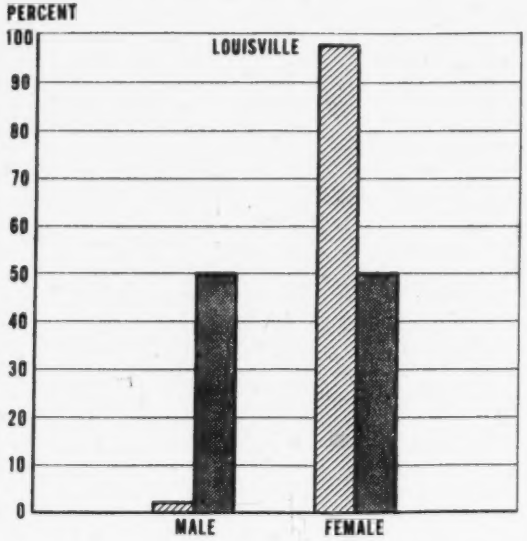
1. Sex
2. Age
3. Race
4. Time on welfare
5. Number of children
6. Educational level attained
7. Job experience for the 2-year period ended July 31, 1972 (open cases only)
8. Employment status at July 31, 1972 (open cases only)
9. Grant amount at July 31, 1972 (open cases only)
10. Inventory profile score (open cases only)

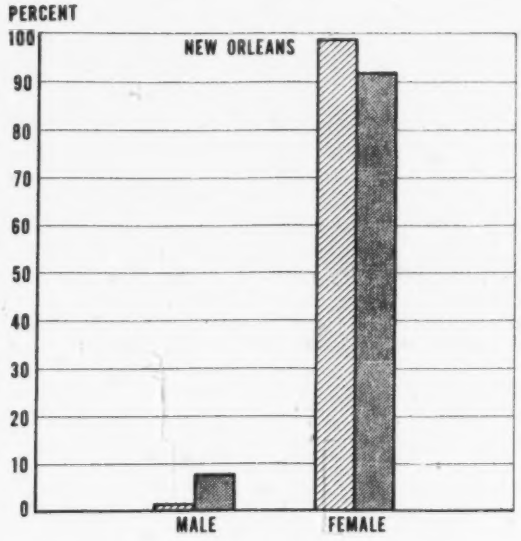
SEX

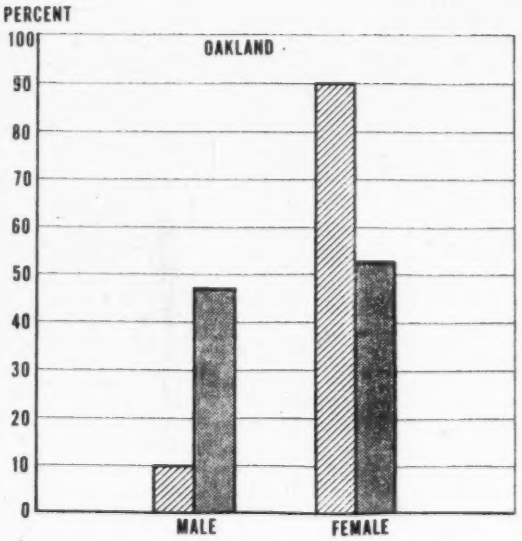
OPEN CASES
CASES CLOSED THROUGH EMPLOYMENT

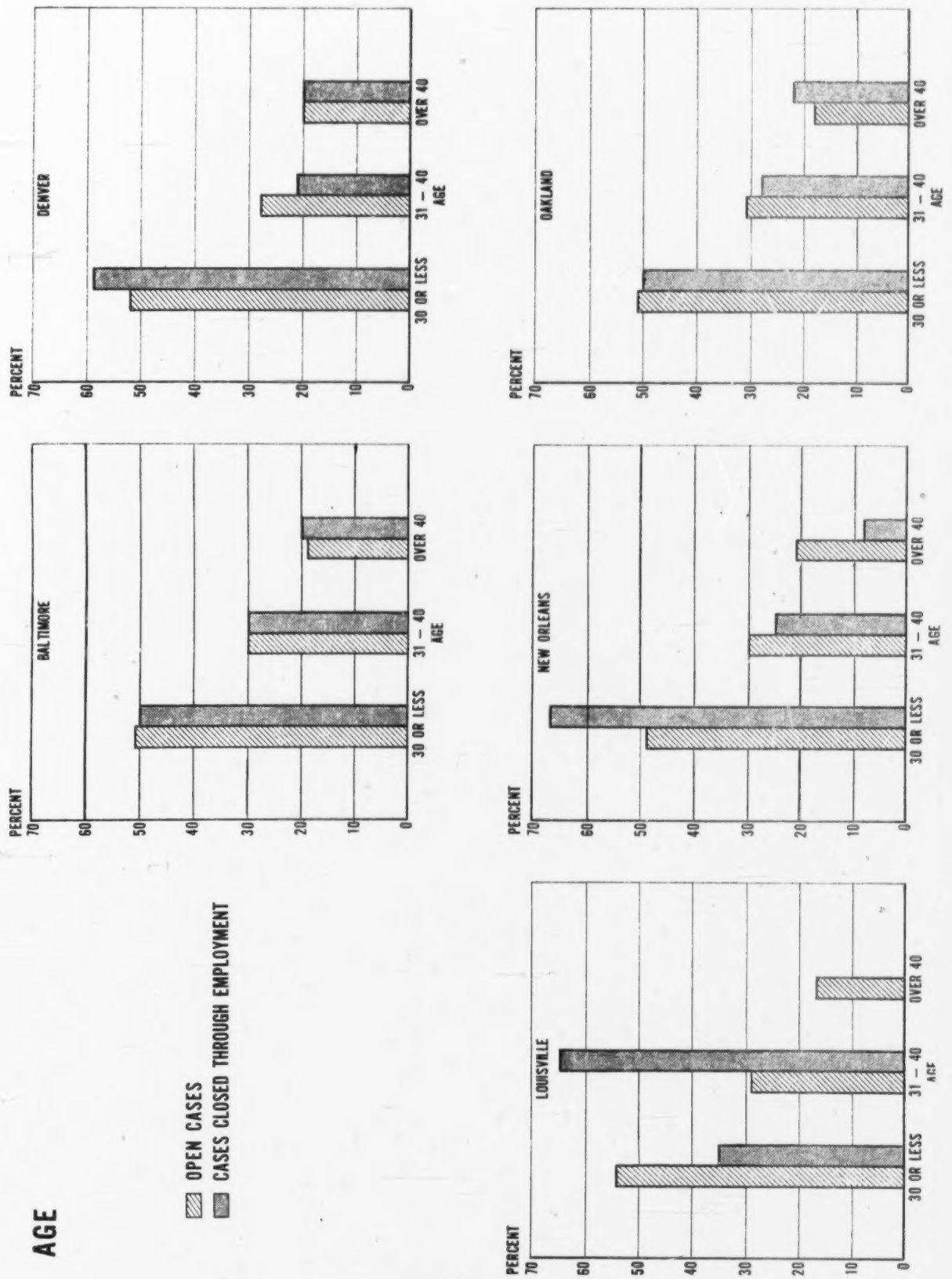






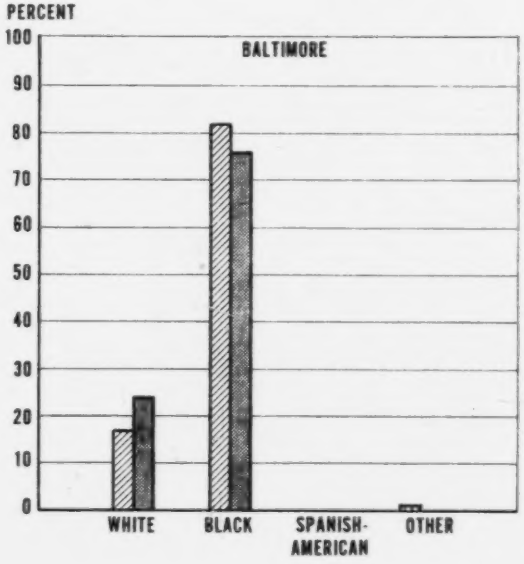





AGE
OPEN CASES
CASES CLOSED THROUGH EMPLOYMENT
DENVER
BALTIMORE
OAKLAND
NEW ORLEANS
LOUISVILLE
PERCENT
70
60
50
40
30
20
10
0
30 OR LESS
31 – 40
OVER 40
AGE

RACE

OPEN CASES
CASES CLOSED THROUGH EMPLOYMENT


PERCENT
BALTIMORE
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90
80
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WHITE
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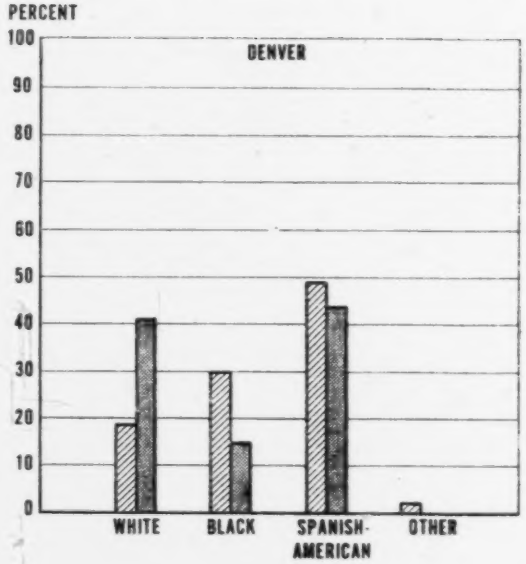
SPANISH-AMERICAN
OTHER


PERCENT
DENVER
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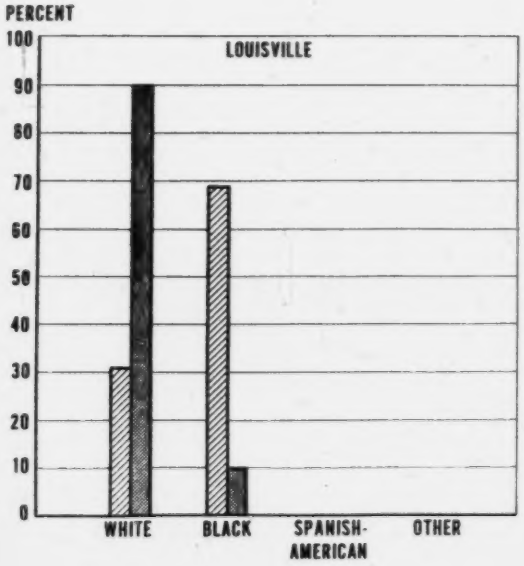
SPANISH-AMERICAN
OTHER


PERCENT
LOUISVILLE
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80
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40
30
20
10
0
WHITE
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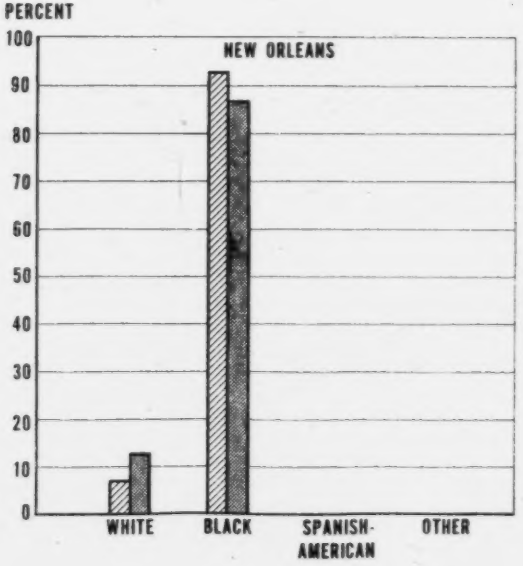
SPANISH-AMERICAN
OTHER


PERCENT
NEW ORLEANS
100
90
80
70
60
50
40
30
20
10
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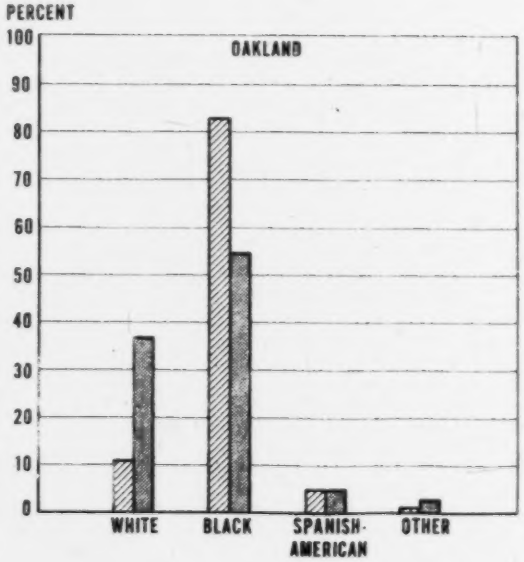
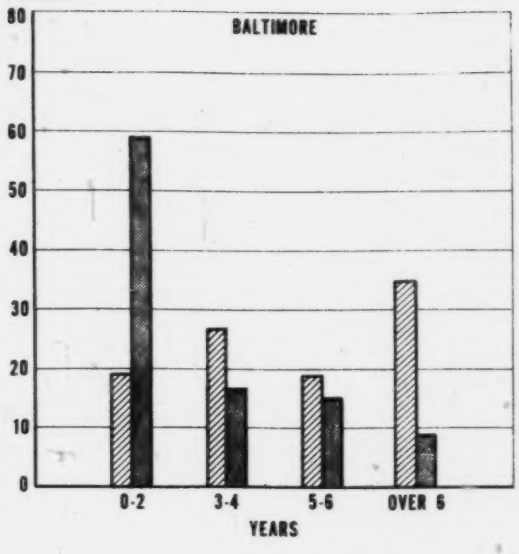
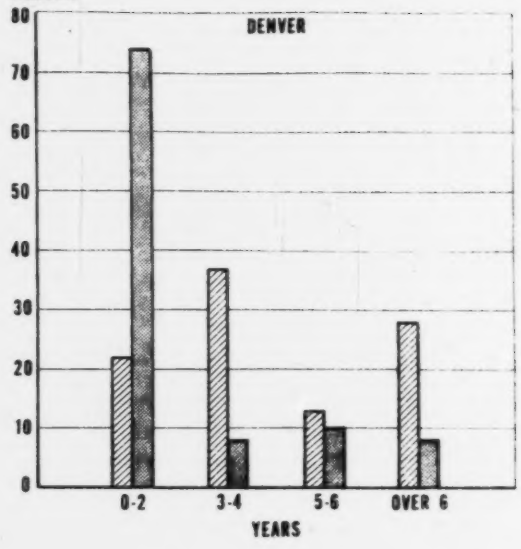
WHITE
BLACK
SPANISH-AMERICAN
OTHER

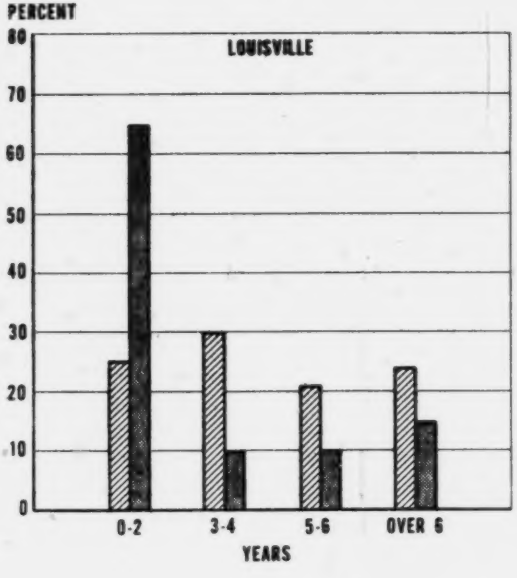

PERCENT
OAKLAND
100
90
80
70
60
50
40
30
20
10
0
WHITE
BLACK
SPANISH-AMERICAN
OTHER

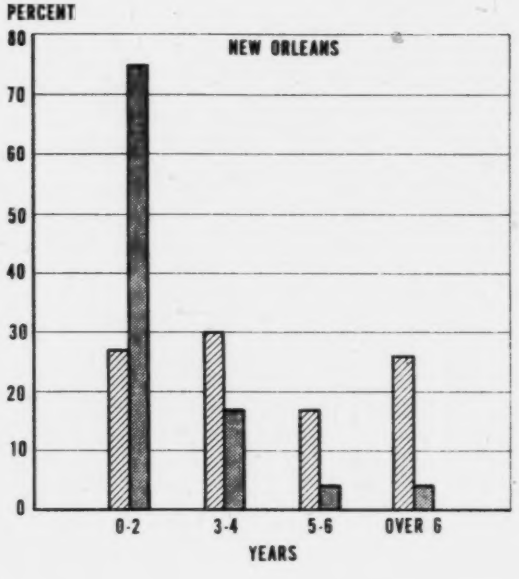
TIME ON WELFARE

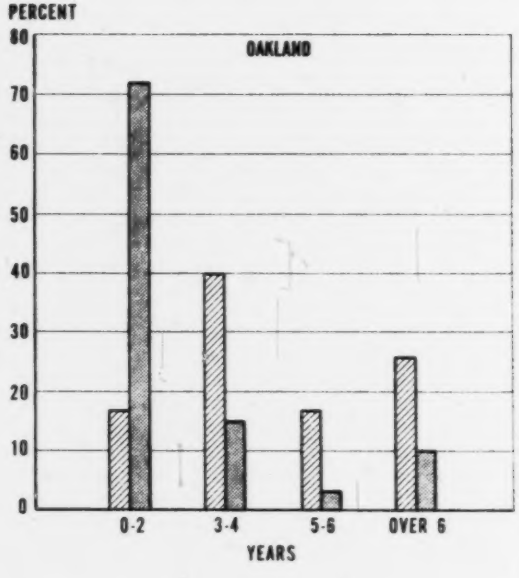
OPEN CASES
CASES CLOSED THROUGH EMPLOYMENT



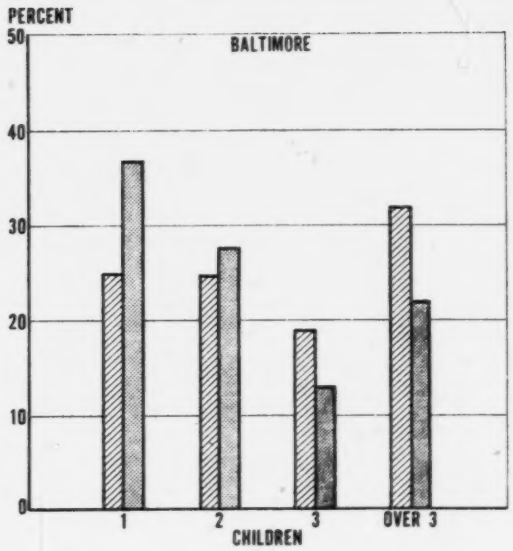


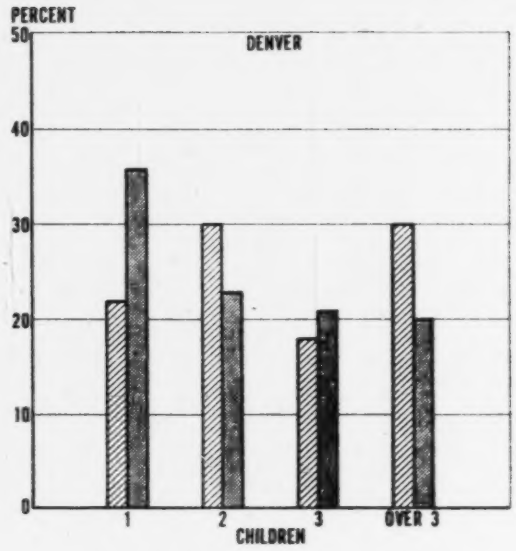


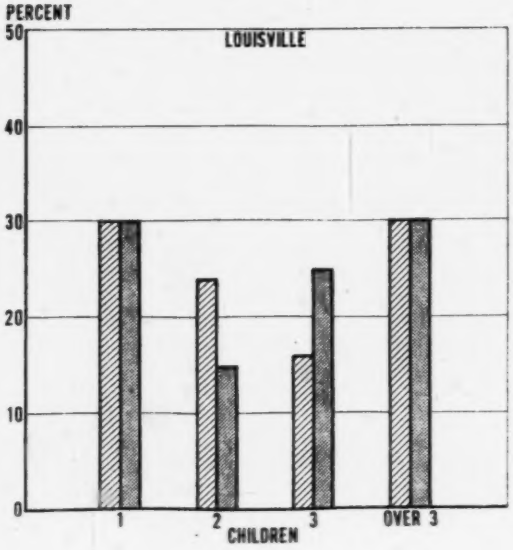


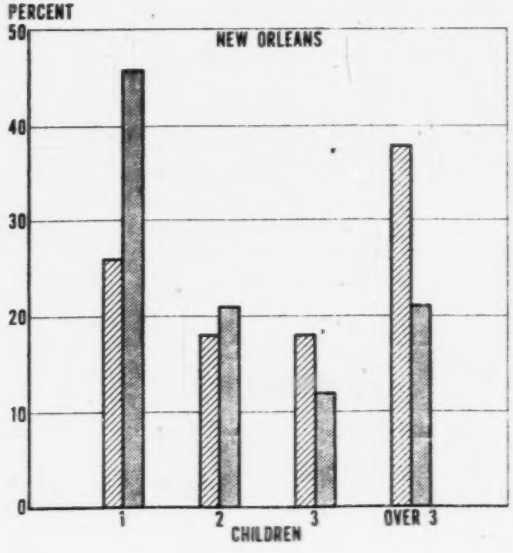


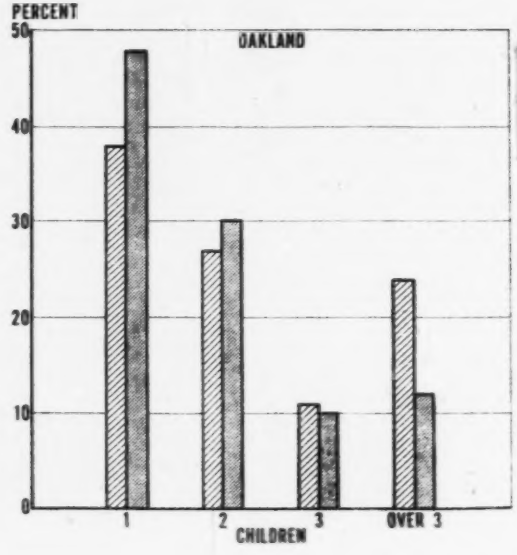
NUMBER OF CHILDREN







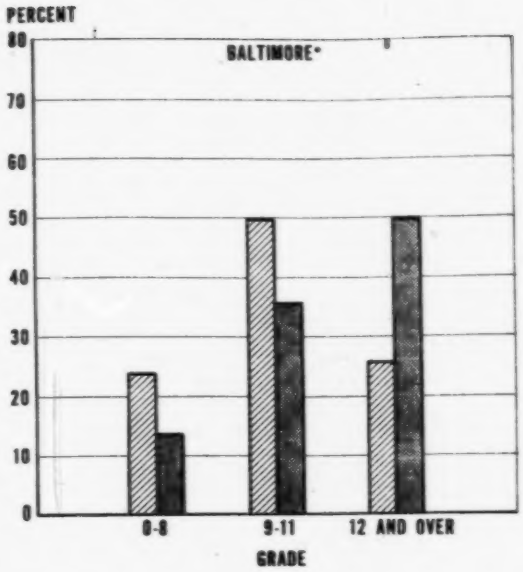


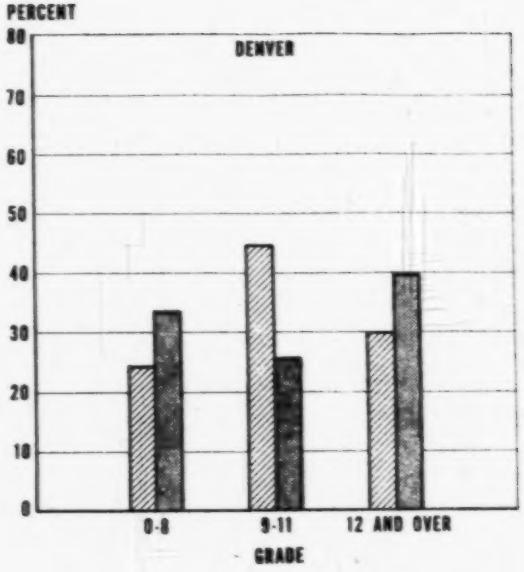


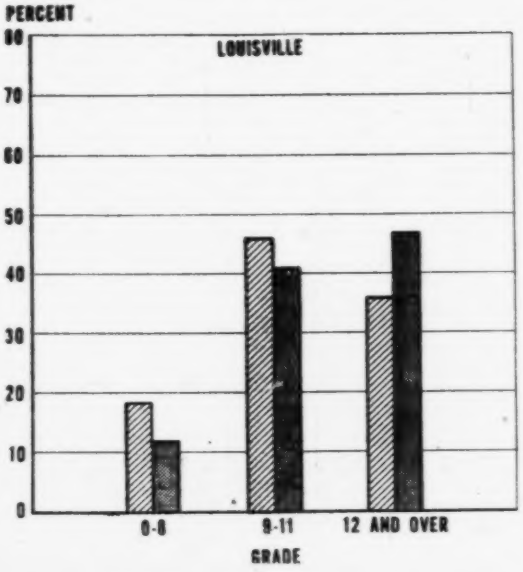
EDUCATIONAL LEVEL ATTAINED

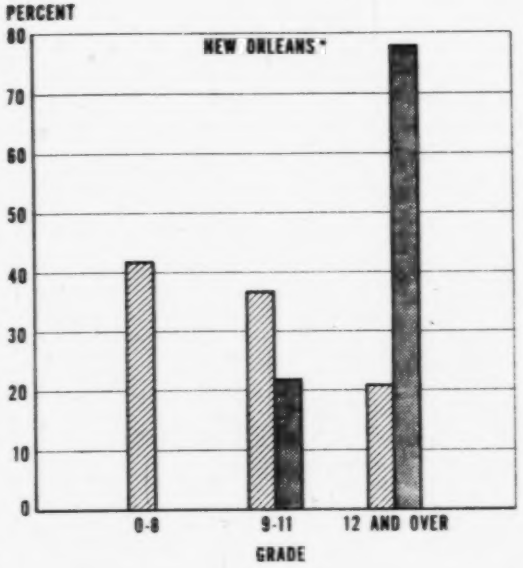
▨ OPEN CASES
▩ CASES CLOSED THROUGH EMPLOYMENT

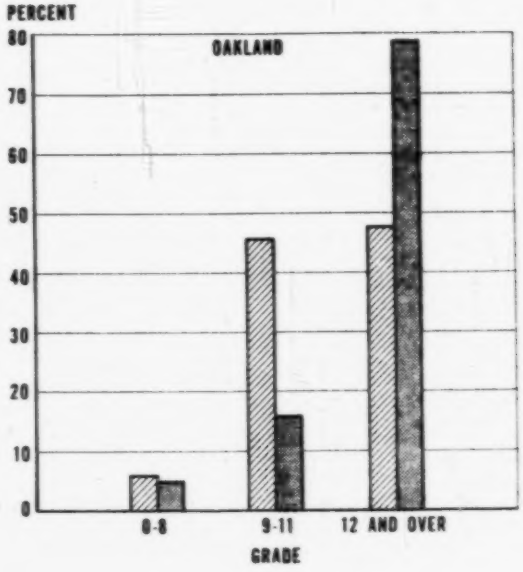
* TABLE BASED ON LIMITED DATA BECAUSE INFORMATION WAS NOT READILY AVAILABLE ON THE EDUCATIONAL ACHIEVEMENTS OF MANY RECIPIENTS.



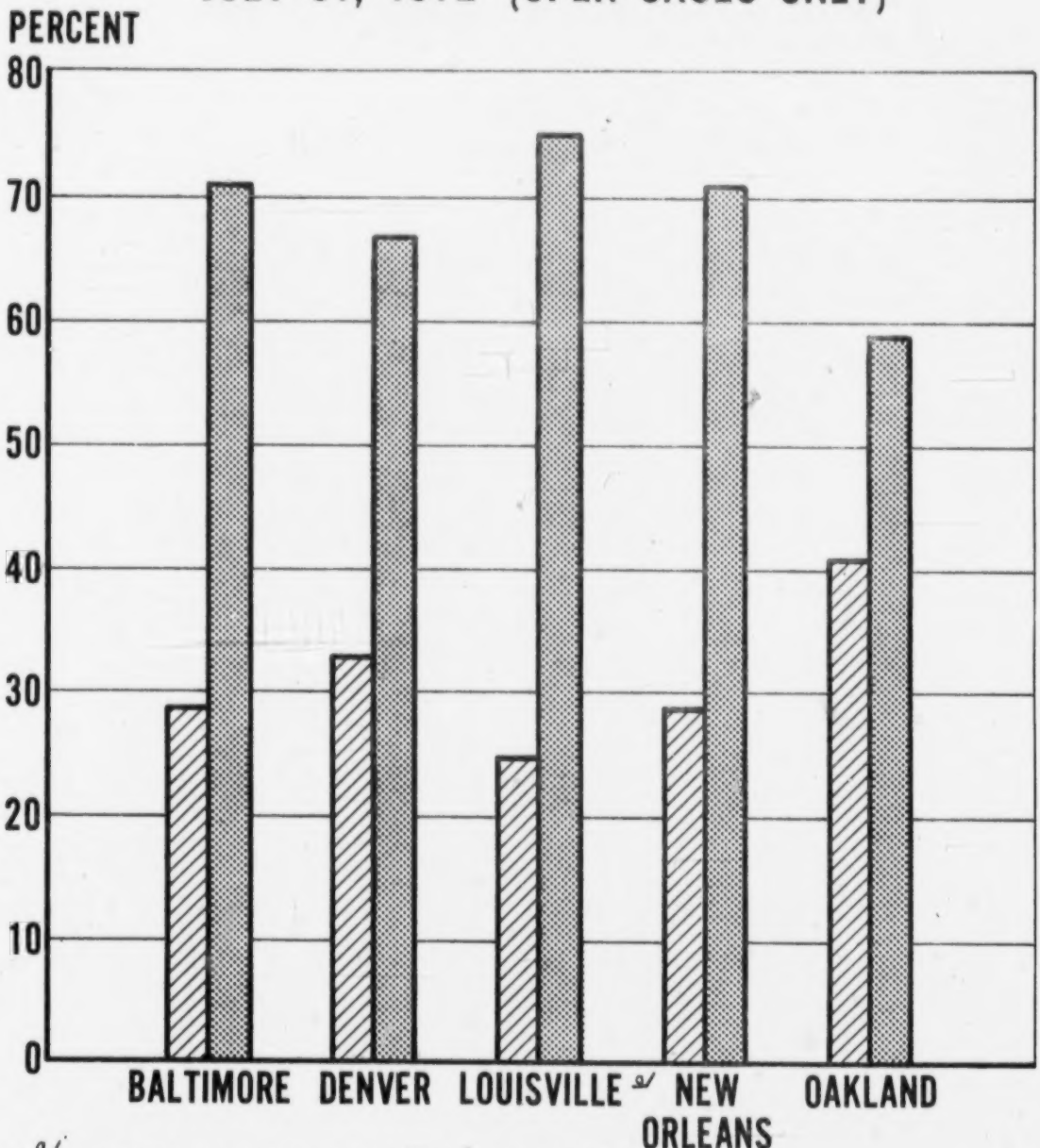








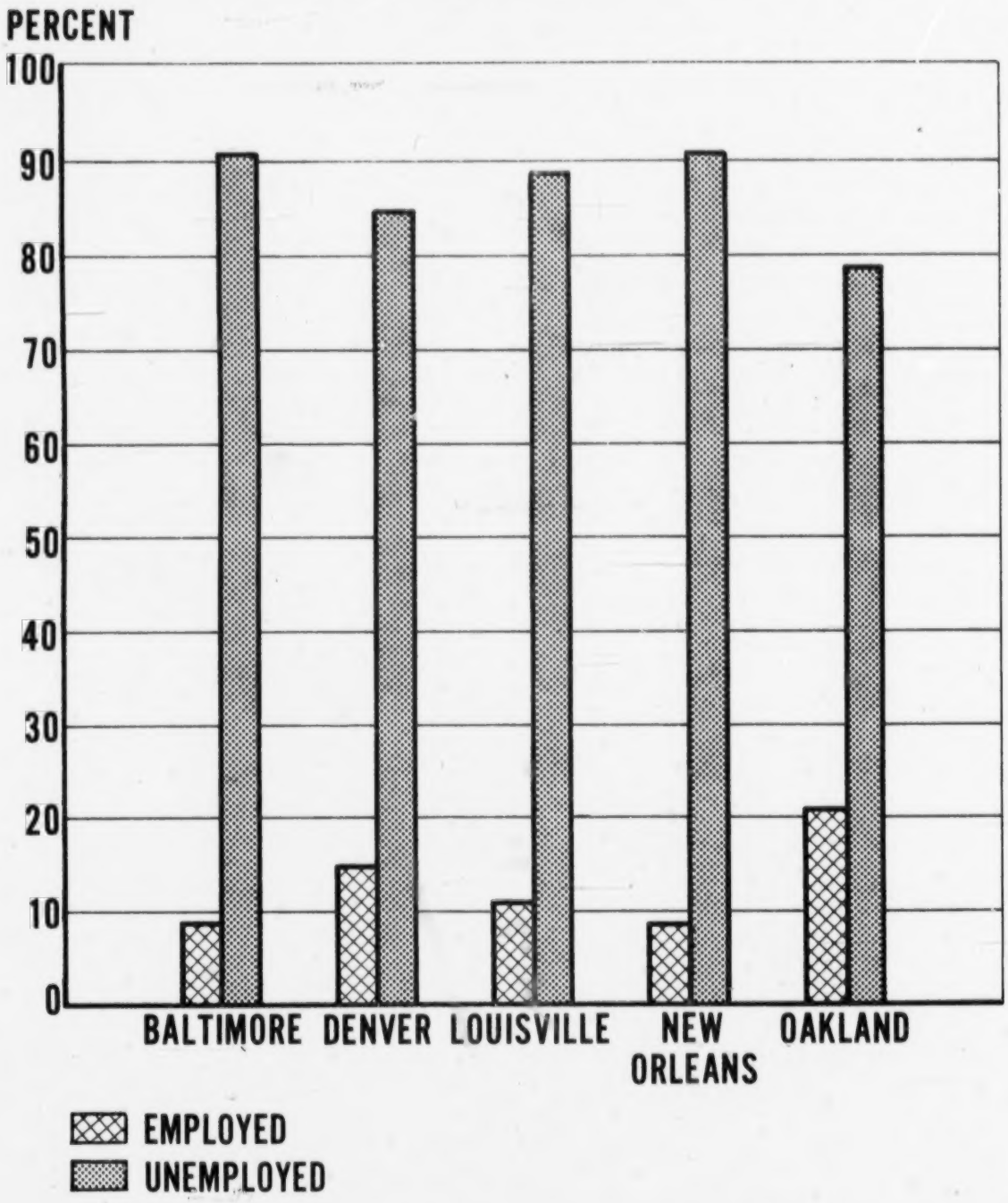
JOB EXPERIENCE—2-YEAR PERIOD ENDED JULY 31, 1972 (OPEN CASES ONLY)



a/ *Louisville data limited because job experience of many recipients was not readily available*

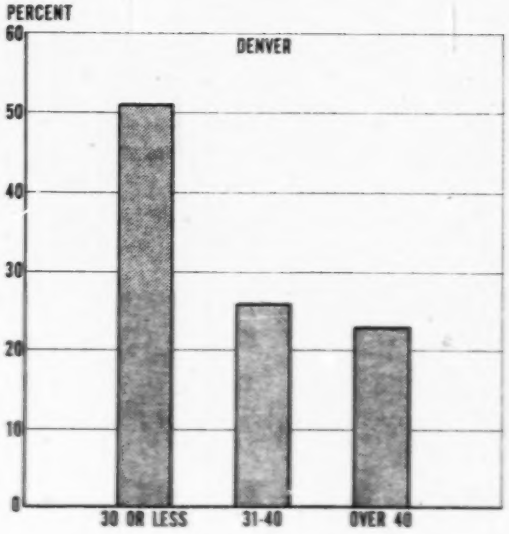
APPENDIX IX

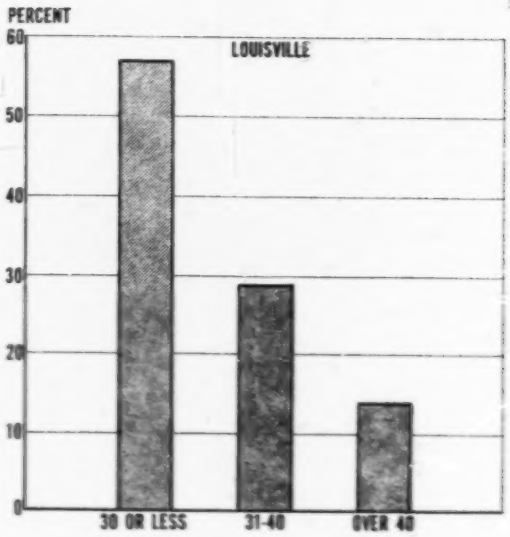
EMPLOYMENT STATUS AT JULY 31, 1972
(OPEN CASES ONLY)

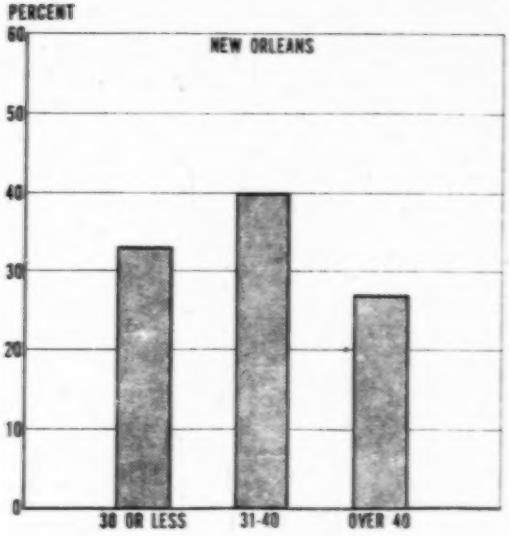


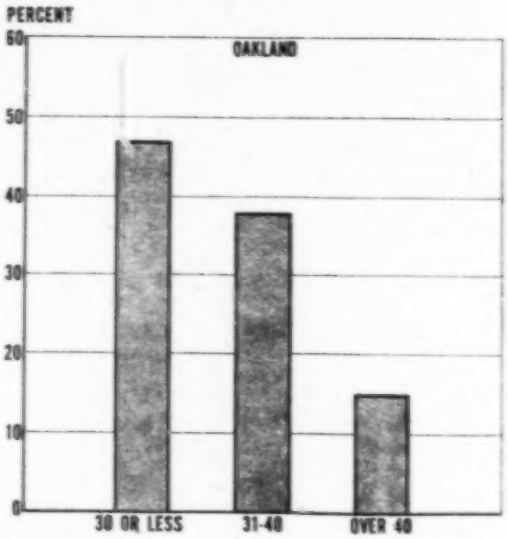
INVENTORY PROFILE SCORE (OPEN CASES ONLY)*

*NOT OBTAINED IN BALTIMORE

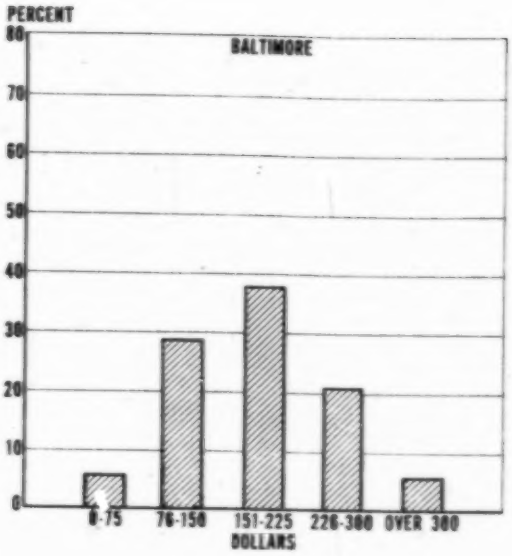


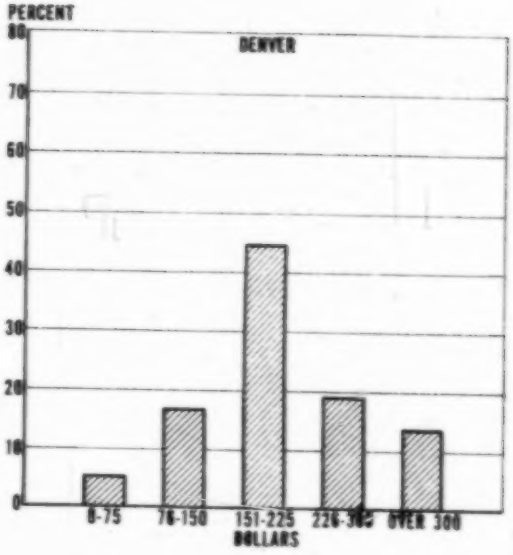


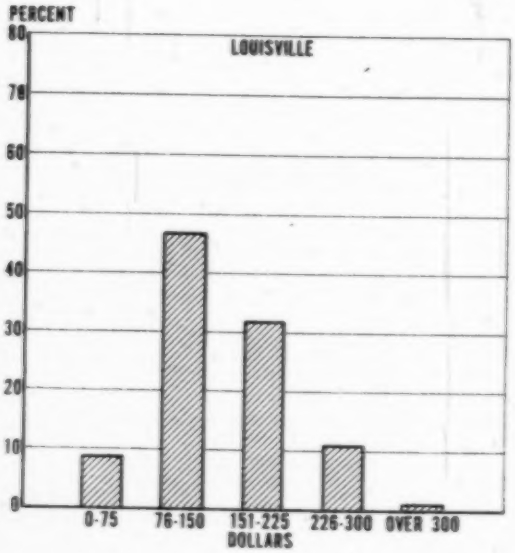


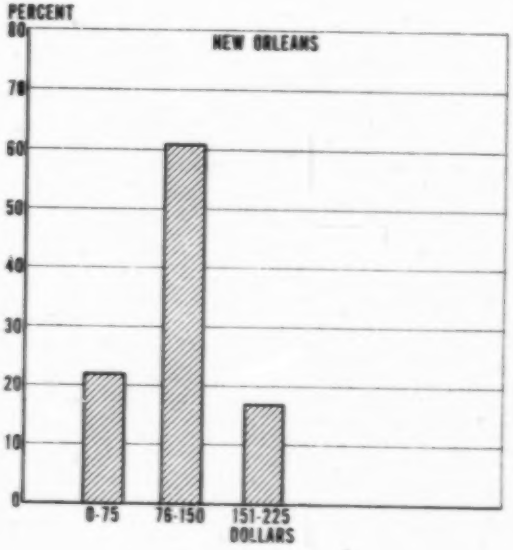


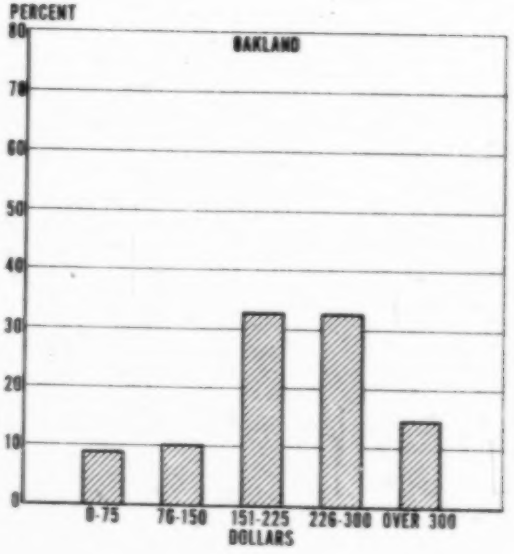
GRANT AMOUNT AT JULY 31, 1972
(OPEN CASES ONLY)











APPENDIX X

FREQUENCIES WITH WHICH DEVELOPMENTAL SERVICES WERE PROVIDED TO RECIPIENTS IN GAO OPEN-CASE SAMPLE AND CASES-CLOSED-THROUGH-EMPLOYMENT SAMPLE IN DENVER, LOUISVILLE, NEW ORLEANS, AND OAKLAND AUGUST 1, 1970, TO JULY 31, 1972

Service description	Discussion		Referral		Participation		Total	
	Open	Closed through employment	Open	Closed through employment	Open	Closed through employment	Open	Closed through employment
Family planning	1						1	
Special education	1						1	
Preschool/Headstart	1		1		1		3	
Day care	14		1		63	11	78	11
Household equipment					1		1	
Money management						1		1
Medical evaluation					1		1	
Medical care					1		1	
Dental care			1				1	
Glasses			1	1			1	1
Psychological evaluation					1		1	
Psychiatric services		1	1		2	1	3	2
Education or training	37	5	42	3	44	4	123	12
Transportation					2		2	
Books, tools, and fees			1		1	5	2	5
Vocational evaluation	14	1	4	1	24	7	42	9
Job training	34		58	11	39	19	131	30
Job placement	29		34	10	18	14	81	24
Emergency food supplies			1		1		2	
Emergency funds (money)	2						2	
Other	1	-	3	-	6	1	10	1
Total	134	7	148	26	205	63	487	96

Definitions:
Discussion--service was a discussion with caseworker about the availability of service.
Referral--service was a referral of the recipient to service provided outside the welfare department.
Participation--service included enrollment or participation in a service.

City	Number of cases analyzed	
	Open	Closed through employment
Denver	125	39
Louisville	136	20
New Orleans	144	24
Oakland	133	40
Total	538	123

APPENDIX X

FREQUENCIES WITH WHICH MAINTENANCE SERVICES WERE PROVIDED TO RECIPIENTS IN GAO OPEN-CASE SAMPLE AND CASES-CLOSED-THROUGH-EMPLOYMENT SAMPLE IN DENVER, LOUISVILLE, NEW ORLEANS, AND OAKLAND AUGUST 1, 1970, TO JULY 31, 1972

Service description	Discussion		Referral		Participation		Total	
	Open	Closed through employment	Open	Closed through employment	Open	Closed through employment	Open	Closed through employment
Locate father			1				1	
Paternity support	1		19	1	10	2	30	3
Marital counseling	5	1	2		17		24	1
Family living	11		1		27	2	39	2
Family planning	11	1	6		10	1	27	2
Community living	1				2		3	
Child rearing	2	1	2		23	1	27	2
Child guidance	4		3		15		22	
Special education	3	1	1		3		7	1
Preschool/ Headstart	1		6		5		12	
Day care	4		3		19		26	
Foster care			1		3		4	
Relinquishment	5		1		2	1	8	1
Adoptive placement			3				3	
Rehousing	24	1	40	4	29		93	5
Home repairs	1				2		3	
Household equipment	4			1	11		15	1
Furniture or bedding	2		3		12	2	17	2
Meal planning			3		1		4	
Housekeeping	1				6		7	
Pest control			1		1		2	
Homemaker service	1		4		8		13	
Money management	9	2	1		20	2	30	4
Protective vendor payment					1		1	
Filing for benefits					3		3	
Application for assistance	2		1		6		9	
Application for food stamps	6		9	3	13		28	3
Eviction notice	2		1		5	2	1	2
Repossession and garnishment			1				1	

APPENDIX X

Service description	Discussion		Referral		Participation		Total	
	Open	Closed through employment	Open	Closed through employment	Open	Closed through employment	Open	Closed through employment
Divorce proceedings			6		3		9	
Adjudication action					3		3	
Medical evaluation	5		5		5		15	
Medical supervision			1		1		2	
Medical care	17	7	7		21	1	45	8
Drugs or medication	2		2	1	9		13	1
Special diet			1				1	
Weight control	2		1		3		6	
Prenatal and postnatal care	3		1		1		5	
Supplemental foods			3		3		6	
Immunization			1				1	
Dental care	4		1		5		10	
Glasses	2		3		7	1	12	1
Other prosthesis					3		3	
Psychological evaluation	2		1		2		5	
Psychiatric services	4		5		4		13	
Visiting nurse service			1		2		3	
Guardian or attendant	1						1	
Institutional placement	1				1		2	
Education or training	2		2		1		5	
Transportation					9	1	9	1
Vocational evaluation	2						2	
Job training			1	1			1	1
Job placement			5				5	
Emergency food supplies			15	1	12		27	1
Emergency funds (money)	1				15		16	
Training supplies					1		1	
Other	10	—	11	2	33	3	54	5
Total	158	14	186	14	398	19	742	47

APPENDIX XI

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20201

MAY 22 1973

Mr. Franklin A. Curtis
Associate Director
Manpower and Welfare Division
General Accounting Office
Washington, D.C. 20548

Dear Mr. Curtis:

The Secretary asked that I respond to your letter of April 26, in which you asked for our comments on your draft report to the Congress entitled, "Social Services: Their Impact on Helping Welfare Recipients Achieve Self-Support or Reduced Dependency." Our comments are enclosed.

We appreciate the opportunity afforded us to review and comment on this report in draft form.

Sincerely yours,

James B. Cardwell
Assistant Secretary, Comptroller

Enclosure

GAO note: The page numbers referred to in HEW's response are those of our draft report, not this final report.

COMMENTS OF THE DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE ON GAO DRAFT REPORT TO THE CONGRESS ENTITLED, "SOCIAL SERVICES: THEIR IMPACT ON HELPING WELFARE RECIPIENTS ACHIEVE SELF-SUPPORT OR REDUCED DEPENDENCY"

We are pleased to note much of the discussion and the recommendations are directed to and parallel the efforts initiated in October 1971 by this Department to assure better allocation of resources. For example, a major part of the thrust of the recently issued social service regulations is to assure greater Federal leadership in (1) establishing priorities for use of service resources, (2) instituting a goal-focused service program, and (3) developing tools and methods for assessing service needs and measuring service effectiveness. Also, the new regulations more precisely define the individual services and limit the number of different types of services which can be provided. This is a first and most fundamental step in moving into a system for evaluating the effectiveness of services so that a better allocation of service resources can be made.

In regard to the approach used to make the study as well as the findings and conclusions contained in your report we have the following comments:

> ...Regarding the survey itself, the report does not contain necessary qualifying language relative to the interpretations derived from the samples in view of the fact that cities included in the survey were not selected on a random basis nor was there representation from the largest cities. Also, in the absence (as recognized by GAO) of a classification of services which establishes a clear valid linkage between services and reduced dependency, we do not believe GAO is justified in drawing an unqualified conclusion from the combined samples that social services, as narrowly defined by them, are having only a minor impact. We are particularly anxious for the readers of the report to understand there is no statistical assurance that the samples from the five cities are representative of the country as a whole.
>
> ...The report does not acknowledge the basic weakness of the current state-of-the-art in evaluating social service programs. One of the goals of the new service regulations is to strengthen evaluation techniques.

Recommendation

---Initiate a number of demonstration projects using the inventory approach, or similar approaches, to assess the potential of all welfare recipients and to allocate service resources accordingly.

Response

We support GAO's position that there is a need for a systematic assessment of employment potential among recipients and people who are likely to become recipients. Therefore, the Department is initiating efforts to demonstrate the usefulness of such an approach in selecting individuals for employment-related services and providing data for service resources allocation.

The Department of Health, Education, and Welfare issued revised regulations on May 1, 1973, which are designed to focus service resources primarily on the achievement of a goal of self-support for the public assistance recipients and those likely to become recipients. The regulations specifically require State agencies to establish procedures and maintain documentation to substantiate that Federal financial participation is claimed only for services which (1) support the goals of self-support and self-sufficiency, and (2) are evaluated every six months to assure their effectiveness in helping a family or individual achieve the goal towards which services are directed.

To assure compliance with these new regulations the Social and Rehabilitation Service has recently employed in each region additional staff to support the function of monitoring and review of State performance under its plan.

Recommendation

---Establish an appropriate time frame for completion of these projects and at the end of this period analyze the data to determine which approach would result in the most effective allocation of resources. Two years would seem to be sufficient to adequately carry out such an effort.

Response

The Department, beginning with the effective date (July 1, 1973) of the new AFDC regulations, will monitor, analyze, and evaluate efforts to be taken to establish useful methods of assessing employment potentials. In connection with implementation of the new regulations, and paralleling the efforts to

demonstrate assessment techniques, the Department is studying approaches to data gathering and analysis which (1) will help to identify the more productive services, and (2) permit a better allocation of resources to these areas. A two-year assessment period at this time appears reasonable.

Recommendation

---Report to the Congress at the end of the test period on actions to be taken to improve the allocation of service resources as a result of the study.

Response

The Department will report to Congress on techniques to be employed in assuring the appropriate allocations of service resources as well as the results of the various models and techniques referred to above.

Recommendation

---In conjunction with the Secretary of Labor, develop by July 1974 a system whereby certain characteristics of recipients, shown in this report to be indicative of a high potential to achieve self-support or reduced dependency (see pages 66 to 70), serve as the basis for determining which recipients registered under the 1971 Social Security Amendments will be afforded priority in receiving WIN services. Among the characteristics which should be used are time on welfare, educational level attained and previous employment experience.

Response

WIN staff of HEW in concert with Labor will collect information which will show a comparison of the characteristics (including those identified by GAO) of the registrant pool and those of WIN participants. The WIN participants will then be tracked in regard to placement and effective welfare savings. Based on combined findings we shall objectively suggest which recipients should be afforded priority for services. Also, at this time the registration form is being revised in order to supply more information of this type.

Recommendation

---The time frame in this recommendation takes into account that the States in our review did not begin implementing the 1971 amendments until late 1972. We believe that by

July 1974 start-up problems with implementing the new requirements should be resolved and improvements in the program's administration could be effectively implemented.

Response

We believe GAO's assessment of the time frame for resolving start-up problems and achieving effective administration of the program is reasonable.

Recommendation

---Disseminate (in conjunction with the Secretary of Labor) copies of this report to State and local welfare and manpower training agencies so that they will be aware that better allocation of service resources is needed and feasible, thereby allowing them to begin exploring ways to improve their service program.

Response

We believe the report would be useful to State and local welfare and manpower training agencies and it will, with the concurrence of Labor, be distributed to them as recommended.

Recommendation

---Develop and implement a system to obtain nationwide data on the impact of such services to be used in considering program and financial strategies for the program.

Response

The Department has been developing during the past year information systems that will (1) permit more effective management and monitoring of the service program, and (2) yield basic data appropriate to the development of program and financial strategies at both the national as well as State levels. These are currently being revised and need further study to be responsive to the provisions of the new regulations. These will be completed and installed as soon as possible.

PRINCIPAL OFFICIALS OF THE DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE RESPONSIBLE FOR THE ADMINISTRATION OF ACTIVITIES DISCUSSED IN THIS REPORT

	Tenure of office	
	From	To
SECRETARY OF HEALTH, EDUCATION, AND WELFARE:		
Caspar W. Weinberger	Feb. 1973	Present
Frank C. Carlucci (acting)	Jan. 1973	Feb. 1973
Elliot L. Richardson	June 1970	Jan. 1973
Robert H. Finch	Jan. 1969	June 1970
Wilbur J. Cohen	Mar. 1968	Jan. 1969
John W. Gardner	Aug. 1965	Mar. 1968
Anthony J. Celebrezze	July 1962	Aug. 1965
Abraham A. Ribicoff	Jan. 1961	July 1962
ADMINISTRATOR, SOCIAL AND REHABILITATION SERVICE:		
Francis D. DeGeorge (acting)	May 1973	Present
Philip J. Rutledge (acting)	Feb. 1973	May 1973
John D. Twiname	Mar. 1970	Feb. 1973
Mary E. Switzer	Aug. 1967	Mar. 1970
COMMISSIONER, WELFARE ADMINISTRATION (note a):		
Joseph H. Meyers (acting)	Apr. 1967	Aug. 1967
Dr. Ellen Winston	Jan. 1963	Mar. 1967
DIRECTOR, BUREAU OF FAMILY SERVICES (note a):		
Fred H. Steininger	Jan. 1964	Aug. 1967
John J. Hurley (acting)	Jan. 1963	Jan. 1964
Kathryn D. Goodwin	Aug. 1959	Dec. 1962

[a]Effective August 15, 1967, the program activities of the Welfare Administration and the Bureau of Family Services were assigned to the newly established Social and Rehabilitation Service.

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